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A STUDY OF THE ROLE OF WOMEN IN THE
COOPERATIVE EXTENSION SERVICE OF OHIO,
WITH IMPLICATIONS FOR THE INVOLVEMENT
OF RURAL WOMEN IN THE COMMUNITY DEVEL­
OPMENT PROGRAM OF THE PUNJAB.

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A STUDY OF THE ROLE OF WOMEN IN THE COOPERATIVE EXTENSION SERVICE OF OHIO, WITH IMPLICATIONS FOR THE INVOLVEMENT OF RURAL WOMEN IN THE COMMUNITY DEVELOPMENT PROGRAM OF THE PUNJAB

DISSERTATION

Presented in Partial Fulfillment of the Requirements for the Degree Doctor of Philosophy in the Graduate School of The Ohio State University

by

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The Ohio State University

1962

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CHAPTER I
INTRODUCTION

Purpose of the Study

The Community Development Program in India, which is now in its tenth year, will cover the whole of rural India by 1963. While the basic philosophy of the program is the same as that of the Cooperative Extension Service in the United States of America, adequate participation of the people at the grass-roots level has not been possible so far. The principle of the involvement of the whole family has in practice not been followed in India and the participation of women in the program has not been adequate. In the United States of America, however, rural women have from the very beginning played an important part in the development of the home economics phase of the Cooperative Extension Service. The purpose of this study is to examine the factors responsible for the involvement and participation of women in the home economics phase of the extension program in Ohio, with a view to making suggestions for the further development of the program for the involvement of women in the Community Development Program in the Punjab (India) keeping in view the differences in the social, cultural, and economic situation in the two countries.


Specific Objectives

Some of the specific objectives of the study are these:

1. To identify the landmarks in the evolution of the home economics phase of the agricultural extension program in Ohio.

2. To identify some of the problems of organization in the development of home demonstration work in the early history of the movement in Ohio, and the steps taken by the leaders in the field of home economics extension to solve these problems.

3. To identify some of the more important factors responsible for the success of home economics extension work in Ohio.

4. To examine the effect of home economics extension work on the lives of the people of Ohio.

5. To identify those features of the preservice and inservice training of home economics agents which could be helpful in building a training program for women extension workers in the Punjab.

6. To identify the major steps in the program development of the home economics phase of the county extension program and the methods used for the training of lay leaders.

7. To identify the importance of education of rural women for their involvement in the Community Development Program of India with special reference to the Punjab.

8. To identify the role of women in the farm family and the village community in the Punjab and the part she can play in community development.
9. To suggest ways for promoting and strengthening the mahila mandals (women's organizations)\(^1\) in India.

10. To make suggestions for the increased involvement of rural women in the Community Development Program under panchayat raj in the Punjab in the light of the experience gained in the United States of America.

11. To determine the applicability of the extension methods of teaching used in the United States of America to the situation in the Punjab.

12. To formulate recommendations for increasing the involvement of women in the Community Development Program in the Punjab.

Need for the Study

There are no studies on the subject of involvement of women in the Community Development Program of India. The Scheme of Democratic Decentralization (panchayat raj) was introduced in the Punjab in October, 1961. The main objective of this scheme is the involvement of the people in the program at the grass-roots level. Mahila mandals (women's organizations) existed in some villages prior to this date, but in most cases they have been reported to be inactive. This study in the development and the work of the home economics extension program in Ohio is of special significance for the Community Development Program of the Punjab at the present time, when mahila mandals are being organized there.

\(^1\)All the Indian words and terms used throughout are explained in the Appendix.
Procedure

This study is based on an analysis of the following reports and publications:

1. Annual reports of the State Leader Home Economics Extension in Ohio.
2. Annual reports of the Director of the Ohio Extension Service.
3. Annual reports of the Ohio Board of Agriculture.
4. Annual extension reports of selected counties in Ohio.
6. Publications of the Ohio State University cooperating with the United States Department of Agriculture, Agricultural Extension Service, Columbus, Ohio.
7. Reports of the Indian and Foreign Missions and Study Teams on the Community Development Program of India; publications of the Program Evaluation Organization of the Planning Commission, Government of India; publications of the Ministry of Community Development and Cooperation, Government of India, and articles in Kurukshetra, monthly journal of the Ministry of Community Development and Cooperation, Government of India.

Analysis of the historical records was not made with a view to writing a complete history of the home economics phase of the Cooperative Extension Service of Ohio, but the objective of identifying landmarks which were of special significance for the improvement of women's programs in the Punjab was kept in the forefront. The treatment of
problems of organization in the early history of the home economics extension work was studied with a view to see how similar problems in the Punjab could be solved. In drawing conclusions and implications the differences in the social, economic, and educational levels of the womenfolk in the two countries have been kept in view.

Assumptions

This study is based on the assumption that although it is not possible to transplant the procedures of the home economics phase of the Cooperative Extension Service of Ohio in their entirety to the Punjab, the experience gained in Ohio has useful lessons for increasing the involvement of women in the Community Development Program in the Punjab. In some respects the situation in the Punjab with regard to the participation of women in the Community Development work at present is similar to the situation in Ohio during the early history of adult education of farm women in homemaking.

Limitations

This study is based on an examination of the pertinent facts bearing on the problem as reported in the published and unpublished records. These records are not entirely objective. The extent to which these reports are colored by the opinions of the persons who wrote them cannot be measured. The writer has been away from India for a period of over two years, and her information about the developments in the Community Development Program during this period is based on the
journals, reports and other publications available in the United States
or received from India.

Organization of the Study

Chapter II gives a brief history and organization of the Coopera­
tive Extension Service in the United States and the Community Develop­
mempty Program in India as a background for the study. Development of
the home economics phase of the Cooperative Extension Program of Ohio
is presented in Chapter III. Organization and functions of home eco­
nomics counciling groups at the local, county, state, and national
levels are studied in Chapter IV. Programs of preservice, orientation,
and inservice training of home economics extension agents in Ohio form
the subject of Chapter V. Chapter VI deals with the process of program
development, methods of extension teaching, and training and use of lay
leaders in the home economics phase of the Ohio Extension Service. In
Chapters VII to X the existing procedures with regard to the women's
program in the Community Development work of the Punjab are described
and suggestions are made for the improvement of the women's program in
the Punjab in the light of the experience gained in Ohio. Chapter VII
discusses the importance of home economics education for the success of
the Community Development Program in the Punjab. The role of women in
the village community and methods for increasing their involvement in
the development work are presented in Chapter VIII. Training of women
extension workers, gram sevikas and mukhya sevikas form the subject of
Chapter IX. Planning and development of women's program, methods of
teaching, and training and use of women leaders under the panchayat
raj are studied in Chapter X. Chapter XI gives a comparison of the Cooperative Extension Service of the United States and the Community Development Program of India. Summary, conclusion, and recommendations are given in Chapter XII.
CHAPTER II

BACKGROUND

In this chapter a brief review of the history and organization of the Cooperative Extension Service in the United States and the Community Development Program of India is presented as a background for this study.

History of Cooperative Extension Service

Early Agricultural Societies

The popular education of farm people in the United States, which is now known as agricultural extension work, has passed through many stages of development extending over a century and a half. Its beginning goes back to the early agricultural societies, the first of which was organized in Philadelphia in the year 1785. These societies were formed to acquaint the people with what was being done to improve agriculture. One of the objects of these societies was to form local agricultural organizations and to convey agricultural information through their publications, newspaper articles, and lectures. These societies were also responsible for holding of fairs both for the sale of animals or farm products and for educational purposes.¹

Other Agencies

Among other agencies which helped in education in agriculture were Columbia University at New York City and Rensselaer Institute at Troy, New York which provided training in science as applied "to the common purposes of life." The Ohio State Board of Agriculture was created by the legislature on February 28, 1846. Later Dr. N. S. Townshend and three other lecturers, all of whom were members of the staff of the Ohio State University, undertook to give a three-month course on the sciences and their application to agriculture at Oberlin, Ohio.2

Farmers' Institutes

In 1854 Charles L. Flint, the Secretary of the Massachusetts State Board of Agriculture, when presenting the first annual report, said that he believed that farmers' institutes could meet the need of agricultural education to a certain extent. Soon after this, farmers' institutes started publishing and distributing pamphlets on subjects such as manures, pasture renovation, grain crops, fruits, and fencing. The Board sponsored discussions and lectures by leading agriculturists of the time on a variety of subjects like soils, butter making, cattle breeding, and grape culture. Many states one after the other followed the example of Massachusetts. In Ohio this scheme was originated in 1880 by W. I. Chamberlain, the then Secretary of the State Board of Agriculture.

By the year 1899, forty-seven states had farmers' institutes. In sixteen states the institutes were connected with the State Department of Agriculture. In nineteen southern and western states they were directly under the auspices of the agricultural colleges or experiment stations. Women were encouraged to take part, and the number of women lecturers gradually increased. In some states school children and young people were invited to participate in these institutes. About the year 1904 special institutes for Negroes were begun in North Carolina.  

With increased state and federal funds to aid them, farmers' institutes spread widely during the first fifteen years of the present century. Two other events that stimulated this growth were the organization of the American Association of Farmers' Institute Workers on March 13, 1896, and the establishment of a federal office to promote the work. Professor John Hamilton of Pennsylvania was appointed as specialist in the Office of Experiment Stations on April 1, 1903. It was the policy of this office to deal with the institute directors in the states and to aid them in all possible ways. The work of this office was broadened to include work with various agencies for promoting agriculture and particularly with the rapidly growing extension departments of the agricultural colleges. At the second annual meeting of the American Association of Farmers' Institute Workers, held at Columbus, Ohio October 27-28, 1897, K. L. Butterfield, the Vice President of the Association, commended the "idea of systematic,

3True, op. cit., pp. 6-21.
long-continued, and thorough instruction to the farmers the year through as the goal of the work.

The increased interest and participation of women, boys, and girls also built up attendance and spread influence. By 1915 over 8,000 institutes were being held annually with more than 3,000,000 people in attendance. This method of extension teaching declined with the passage of the Smith-Lever Act in 1914.

Early Extension Work

Besides helping the farmers' institutes, the agricultural colleges independently undertook various forms of extension work, such as field demonstrations, cooperative experiments, extension lectures, reading courses of popular bulletins, traveling libraries, assistance to granges, boys' and girls' clubs, nature study, garden clubs, and surveys. All this work was influenced and aided by the growth of the Chautauqua System.5

The Board of Trustees of the Ohio State University employed A. B. Graham as Superintendent of Extension Work in Ohio. He began work in July, 1905, and during the first four years of his direction much attention was given to boys' and girls' club work. About the same time similar types of extension work began in some other states. The broadening of extension work of agricultural colleges and its rapid development created a need for a more systematic organization. At the meeting


5Kelsey and Hearne, op. cit., p. 15.
of the Association of American Agricultural Colleges and Experiment
Stations in 1904, Butterfield emphasized this need:

This work will not only be dignified by a standing in
the college coordinate with research and the teaching
of students, but it will rank as a distinct department
with a faculty of men whose chief business is to teach
the people who cannot come to the college.6

Four years later the committee on extension work of the Associa-
tion of American Agricultural Colleges and Experiment Stations recom-
manded the creation of a section of extension work in each land-grant
college. For the next few years until the passage of the Smith-Lever
Act the extension work grew in extent and complexity.

Farmers' Cooperative Demonstrations

The originator and leader of this movement was Seaman A. Knapp.
He is known for his enterprise and scientific approach to agriculture.
His experience with farmers in the south confirmed his belief that
Farmers generally would not change their practice from
observing what could be done on farms operated at
public expense. There must, therefore, be demonstra-
tions carried on by the farmers themselves on their
own farms and under farm conditions.7

Development of County Agent Work

On November 12, 1906, the first county agent in the United States,
W. C. Stallings, was appointed in Smith County, Texas. His appointment
resulted from a local demand for more demonstrations and more informa-
tion. Both district and state agents were expected to carry out

6Ibid., p. 17.
7True, op. cit., p. 59.
successfully the instructions of the central office. It was exclusively a federal enterprise.\(^8\)

Two most important contributions of the cooperative demonstration system which permanently enriched agricultural extension work were the emphasis on active participation of the farm people in demonstrations conducted for their benefit and the establishment of the county agent system.\(^9\)

In the northern and western states the county agent work developed under different auspices and organizations. H. P. Miller, the first county agent in Ohio, was employed in 1912 by the Portage County Improvement Association in cooperation with the Office of Farm Management. The State Act of May 3, 1913, created the Agricultural Commission of Ohio and transferred to it the general management of the Ohio Agricultural Experiment Station at Wooster. The State Appropriation Act of 1913 for the station included an item of 7,500 dollars for county agricultural agents. These funds were put under the control of the Agricultural Commission. On February 15, 1915, the supervision of the county agents was transferred to the College of Agriculture of the Ohio State University at Columbus.\(^10\)

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\(^8\) Kelsey and Hearne, \textit{op. cit.}, p. 19.

\(^9\) True, \textit{op. cit.}, p. 73.

\(^10\) \textit{Ibid.}, pp. 76-96.
Smith-Lever Extension Act

The role of land-grant colleges in agricultural extension work increased to such an extent during the first decade of the present century that these colleges found it difficult to meet this growing demand without impairing their resident teaching and research. This led to a demand for federal appropriations for extension work. The Committee on Extension Work of the Association of American Agricultural Colleges and Experiment Stations made a strong case for federal appropriations in its report submitted after its meeting at Washington on November 19, 1908.11

After six years this demand was finally answered in the form of the Smith-Lever Act. In these six years various bills and many hearings occupied the time and energy of proponents of federal appropriations. The National Grange, the American Bankers' Association, the National Soil Fertility League, the National Committee on Agricultural Education, and the American Federation of Labor, all had a hand in the growing movement. This Act is the foundation on which the cooperative extension work is built.

In its final form the Smith-Lever Act provides:

That in order to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same, there may be inaugurated in connection with the college or colleges in each state now receiving, or which may hereafter receive the benefits of the land-grant act of 1862 and the Morrill College Endowment Act of 1890,

11 Ibid., p. 100.
agricultural extension work which shall be carried on in cooperation with the United States Department of Agriculture . . .

That cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges in the several communities, and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise; and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the state agricultural college or colleges receiving the benefits of this act.12

The Smith-Lever Act permitted the states to determine which college or colleges should administer the funds. Each college was to make annually a detailed report of receipts, expenditures, and results to the Governor of the state and the Secretary of Agriculture. The law gave the Secretary of Agriculture and state agricultural colleges joint approval authority. It established a national system of cooperative extension education which many other countries are following with necessary adaptations to suit their own conditions.

Development after the Smith-Lever Act

The history of Cooperative Extension Service after the passage of the Smith-Lever Act in 1914 can be divided into four well-defined periods.

World War I (1914-1919). The most important task of the American farmers during this period was to increase food production. The extension worker used the demonstration and other teaching methods to help

12 Kelsey and Hearne, op. cit., pp. 28-29.
the farmer to produce more, to eliminate waste and to conserve and preserve the food that was being produced. The home demonstration agent worked with rural and urban families, urging them to stay within their wheat allowances and to save sugar, meat, and other foodstuffs. The extension workers also took part in the local war-time activities and held meetings to acquaint the rural people with issues of the war. At the close of the war there were 2,700 county agents, including 1,700 home demonstration agents. A large number of the agents were emergency war work employees. The success of extension in its war programs greatly increased the prestige of the service.

Inter-war period (1920-1938). After the immediate post-war period there were signs of agricultural depression. The emphasis of the program shifted from increasing production to cutting costs and effective marketing. During the twenties farm homes and rural communities began to be treated as integral parts of the whole extension program, which was broadened to include rural sociology, recreation, child development and home beautification. The use of the demonstration method increased during this period. Meetings, tours, excursions, farmers' institutes, extension schools, and short courses were provided in connection with the demonstrations for an increasing number of people. The use of local leaders increased. The Agricultural Adjustment Act was passed in 1933 with the object of adjusting the production of agricultural crops to probable demand. The local administration of this Act was in the hands of committees of farmers elected by their neighbors. These committees secured the assistance of the county agents who
helped the farmers make their local adjustment programs. The county agent also worked closely with the government's general rehabilitation program to extend loans and subsistence grants to farmers.

**World War II (1939-1945).** During this period there was great emphasis on food production, food preservation, and nutrition. Home economics agents taught war cooking designed to compensate for the shortage of rationed goods without lowering the nutritional value of the food intake. Members of 4-H clubs raised victory gardens, grew essential war crops, raised meat animals, and canned millions of jars of fruits, vegetables, and meats. County agents also encouraged non-farm people who possessed some land to grow victory gardens. Twenty million families had victory gardens by 1943, producing about eight million tons of food. A new development during this period was the Neighborhood Leader Plan of having one man and one woman in each neighborhood responsible for contact with every ten or twenty families. It was adopted in forty-seven states. Over 600,000 persons cooperated as neighborhood leaders, each receiving necessary materials and training from extension. Each neighborhood leader was responsible for getting war information to his or her families for carrying out action programs in the neighborhood and reporting back to the county agent problems or situations needing attention.

**Post-war period.** The professional staff of extension has been substantially increased since World War II. An important development during this period was the preparation of the document entitled *A Statement of Scope and Responsibility—The Cooperative Extension Service*
Today. This report was prepared with a view to define the nature of the problems that fall within the scope of extension. It describes how, where, what, and with whom the extension service will be working for many years to come. With a view to prepare for the changes that will influence the program of the future, the following nine areas of program emphasis have been delineated:

1. Efficiency in agricultural production.
2. Efficiency in marketing, distribution, and utilization.
3. Conservation, development, and wise use of national resources.
4. Management on the farm and in the home.
5. Family living.
6. Youth development.
7. Leadership development.
8. Community improvement and resource development.

The total Cooperative Extension Service budget for 1958-1959 was just under 145 million dollars, with about 44 per cent from federal appropriations, 34 per cent from state sources, 21 per cent from county funds, and 1 per cent from non-public sources.

Organization of Cooperative Extension Service

The Cooperative Extension Service, often referred to as agricultural extension, has developed under cooperative arrangements between

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the state land-grant college or university in each state and the United States Department of Agriculture. The extension service is a cooperative program in many ways. It brings together the needs, problems, and interests of lay people and the professional educational leadership of the land-grant college. It links the university and the College of Agriculture and Home Economics with the Federal Extension Service of the Department of Agriculture. Finally it involves three levels of government—federal, state, and county—through cooperative financing of extension program, staff salaries, office facilities, and teaching materials. The heart of the extension service is the land-grant college system. This system brings together formal teaching, research, and extension to form an integrated system. This unifying arrangement makes possible completely separate, yet coordinated, extension programs in fifty states and Puerto Rico.

Each of the three major units of the Cooperative Extension Service at the federal, state, and county levels has an organizational pattern suited to the work of the unit.

Federal Level

The Federal Extension Service maintains one of the smallest bureau staffs in the Department of Agriculture. In 1958 it had a total of 247 employees. This agency serves as the channel through which the research information and educational materials from other agencies and services of the department are passed on to the state extension services. Its administrator represents the Secretary of Agriculture in relationships with the state extension services and other parts of the land-grant
institutions. Its staff has primary responsibility for leadership in the educational programs of the department, including administration of the federal laws and regulations involved in cooperative extension. Each staff member has program leadership responsibilities nationally with his state counterparts and with certain related interests outside the Cooperative Extension Service.

State Level

In each state the Cooperative Extension Service is one of the three main divisions of the state land-grant institution, the other two being resident teaching and research. The Director of Extension, appointed by the governing body of the institution with approval of the Secretary of Agriculture, is the top administrative officer. The categories and number of professional workers on the state staff depend upon the number of counties and the level of state and local financial support.

Typically, a state organization has one or more assistant directors and state leaders for agricultural, home economics, and 4-H club programs. Depending upon the staff, there may be area supervisors, who report to the director through the appropriate assistant director or state leader. The states employ varying numbers of subject matter specialists, depending upon the need. They serve in much the same subject matter areas as do the specialists on the Federal Extension Service Staff.
Specialists keep themselves informed about new developments and research results in their areas of specialization and aid county workers to do the same in a variety of training situations.

The cooperative extension work in Ohio is conducted in accordance with a Memorandum of Understanding between the United States Department of Agriculture and the Ohio State University. This memorandum, approved on March 25, 1955, outlines basic policies, areas of responsibility and functions of the cooperative extension work in agriculture and home economics. The administrative officer in charge is the Extension Director. He is responsible through the Dean of the College of Agriculture and Home Economics to the university President and Board of Trustees, primarily, and through the Administrator of Federal Extension Service to the Secretary of Agriculture for areas specified in the memorandum.\textsuperscript{14} The Director delegates authority to members of the extension staff to carry out their responsibilities. The Cooperative Extension Service is both the off-campus teaching arm of Ohio State's College of Agriculture and Home Economics and the educational agency of the United States Department of Agriculture.

At present, the Ohio Cooperative Extension Service has 375 professional staff members, all of whom hold joint appointments from the Board of Trustees and the United States Department of Agriculture. This staff is composed of 260 county extension agents, ninety extension subject matter specialists housed with college departments on campus,

\textsuperscript{14}Ohio Extension Guide, Section VIII (Columbus: Ohio State University), pp. 1-4.
and twenty-five state staff members in supervision and administration housed in the Agricultural Administration Building. County extension agents as Ohio State University faculty members in the eighty-eight counties are field representatives of the university. The organization chart of the Ohio Cooperative Extension Service is given in the Appendix.

County Level

The county is the basic unit in the Cooperative Extension Service, for it is here that most programs are developed and teaching is done. Each county has, in general, a team of three agents, one each for agriculture, home economics, and 4-H phases of the extension program. One of the county extension agents acts as the County Agent Chairman and is responsible for the administration and coordination of the total program in the county. In Ohio at present the county extension agent, agriculture, is the county agent chairman.

Each county has a County Extension Advisory Committee, consisting of representatives of special interest groups or geographical areas or a combination of both. This committee helps in the organization, planning, and conduct of the total extension program in the county. More specifically, it

1. assists the extension agents in developing the long-time objectives for the county extension program;

2. approves candidates for the position of county extension agent in the county. The state office does not send a list of names out of which the committee can choose, but recommends one candidate's
name and the committee recommends appointments to the Ohio State University Board of Trustees;

3. assists the county extension agent in developing the county extension budget;

4. approves leaves of absence for advanced study of county extension agents; and

5. selects a member on the State Extension Advisory Committee.

History of Community Development in India

The Government of India launched community development projects in fifty-five pilot project areas all over the country on October 2, 1952, the birthday of Mahatma Gandhi. As a pilot program, it was regarded as an experiment to find out village people's reactions to new ideas and practices. Another purpose of the pilot projects was to give the administration some essential factual knowledge to guide further expansion.

Forces Leading to the Community Development Program

The Community Development Program of India has much deeper roots than the pilot projects of 1952. This new movement has been, from its beginning, associated with the name of Mahatma Gandhi. Throughout his life he taught and demonstrated the need for the uplift of the rural masses. His practical idealism gave rise to many voluntary services as early as 1906. These movements attracted many young men dedicated to the service of their people, some of whom later became national leaders.
In 1941 Mahatma Gandhi wrote a pamphlet, *Constructive Program—Its Meaning and Place*. Next year Dr. Rajindra Prashad, who later became the President of India, expanded on the same theme in his pamphlet, *Constructive Program—Some Suggestions*. Some other writers, too, developed the idea of a comprehensive village development program. The main ideas of these writings were incorporated to a considerable extent in the present national Community Development Program.

Inspired by the influence of Mahatma Gandhi's ideal, some of the states of India initiated rural development schemes enlisting the efforts of individuals and voluntary societies for a comprehensive rural program. Besides these rural development schemes, the Government of India launched the "Grow More Food Campaign." The relative failure of the exclusively agricultural program gave a strong argument to the believers in the multi-purpose approach, in favor of undertaking a national Community Development Program as possibly being a better method of increasing food production. This program, from its very inception, has been influenced by the ideals of social justice which originated in Mahatma Gandhi's teachings and were written into the new Constitution. Besides this, the establishment of "Welfare State" was also inherent in the Constitution as the basic objective of the nation. This applies to all sections of the population. Special provisions were, however, made in the Constitution for the welfare of tribal peoples and other underprivileged groups.

Among the important experiences which helped to bring the new Community Development Program into existence was the inspiring example
of self-help, demonstrated in the building of some of the refugee
townships like Nilokheri.

Evolution of the Community Development Program

Each of the fifty-five projects established in the first year of
the program beginning October 2, 1952, consisted of three blocks. Each
of these blocks covered on an average 100 villages with a total popula-
tion of 60,000 to 70,000 and an area of 150 square miles. Each block
had about thirty-eight persons for field work and a budget allotment
of Rs. 2.2 million for a period of three years. In October, 1953,
National Extension Service was established with the initial aim of
covering one-fourth of the country with National Extension Service
blocks during the first Five Year Plan period (1951-1956). Each
National Extension Service block had a staff of about twenty-two per-
sons and a budget of Rs. 750,000 for a period of three years. After
three years a National Extension Service block passed into a three-year
intensive development phase with a budget of Rs. 1.5 million for this
period. After this intensive phase these blocks were converted into
normalized blocks with sharply reduced budgetary allotments on the
assumption that many of their activities would be taken over by the
normal development departments. According to the present pattern of
community development introduced in 1959 as a result of the recommenda-
tions, all new blocks have a pre-extension phase of one year, followed
by a five-year period of Stage I and a five-year period of Stage II.
The pre-extension phase provides for an expenditure of Rs. 18,800 for a
year, covering the services of a block development officer, one
agricultural extension officer and five village level workers; the main activity during this period is agricultural extension. The budget for the five-year period of Stage I is Rs. 1.2 million and that for the same period of Stage II is Rs. 0.5 million. The block budget for the pre-extension stage and the schematic budget for Stage I and Stage II are given in the Appendix.

The whole of rural India has been demarcated into 5,223 blocks. By March 31, 1961, there were 2,231 Stage I blocks and 879 Stage II blocks. These blocks covered 3.7 lakh villages and a population of 202 million. Besides these, there were 490 pre-extension blocks. By October, 1963, the whole country will be covered by the program.

**Organization of Community Development Program**

The Community Development Program in India is an integrated phase of the series of national plans (Five Year Plans) for social and economic development. It involves the cooperation and participation of the government and the people at national, state, district, block, and village levels. This makes the study of the administrative organization at these levels necessary. An organization chart of the Community Development Program is given in the Appendix.

**National Level**

At the national level there is a Ministry of Community Development and Cooperation which has under it the subjects of community

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development, cooperation, and panchayats. There is a central committee with the Prime Minister as its chairman and representatives of the Planning Commission and some other ministeries as members. Broad policy direction comes from this committee. This committee meets once every three months to discuss important questions of policy and to review progress of the Community Development Program. The Ministry of Community Development is responsible for detailed preparation of data for policy formulation, for guidance and assistance to the states in the implementation of the program and for the administration of some inter-state training centers.

State Level

At the state level there is the State Ministry of Community Development which is responsible for the administration of this program in the state. The State Development Committee is composed of ministers in charge of all the development departments as its members and the chief minister as its chairman. This committee lays down the general policy regarding the implementation of the state's development programs. The Development Commissioner is the most important functionary at the state level. He is the secretary of the development committee, which is a team consisting of the heads of the different state development departments, like agriculture, animal husbandry, panchayats, cooperatives, health, and education. The Development Commissioner coordinates the activities of these departments and it is his job to ensure that all these departments work towards the fulfillment of the overall development plan for the state. On account of the importance
of his task, it is necessary that the Development Commissioner should be a senior officer.

District Level

The Deputy Commissioner or Collector is the coordinating officer at the district level, and he is the captain of the team. This team comprises district heads of welfare departments, block development officers in the district and non-official leaders, including district representatives in the national parliament and state legislature.

Under democratic decentralization or panchayat raj, sila parishad is the statutory body for planning and development of the Community Development Program at the district level.

Block Level

The basic operational unit for the administration of the program is the development block. At this level the block development officer is the coordinating officer. He is assisted by a team of extension officers in the fields of agriculture, animal husbandry, cooperatives, social education, health and sanitation, rural communications, and women welfare. They receive technical guidance from their district heads, while for administrative purposes extension officers are under the block development officer. There are, on the average, ten village level workers and two gram sevikas for each block. The advisory council at this level was the block development committee, consisting of the block development officer, some officer of the block team, members of parliament and state legislature representing the block area, and some
non-official leaders. This committee has now been replaced by the panchayat samiti, which is now the statutory body for planning and development of the program at the block level. The block development officer now functions as the executive officer of the panchayat samiti.

Village Level

The village level worker, operating in eight to ten villages, functions as the principal extension agent for the people in the village. He is a multi-purpose field agent for all areas of development, with emphasis on agriculture. He receives technical guidance and help from the extension officers. For framing and implementing village development plans there are now village panchayats elected by the adult population of the village. The village cooperative and the village school are also expected to play an important part in village development programs.
CHAPTER III
GROWTH OF HOME ECONOMICS EXTENSION WORK IN OHIO

Toward the end of the last century it came to be realized that an important problem in education in the United States was that of reaching country women with information suited to their need. Most of the instruction in domestic science, the word used then, was confined to resident students in educational institutions in towns and cities. Comparatively little was being done for domestic science instruction in the rural schools, and almost nothing in the way of out-of-school instruction in domestic science for country women.

Farmers' Institutes and Women's Participation

Before 1900 women speakers had taken part in the farmers' institutes in a number of states. In some states like Minnesota, Wisconsin, Michigan, and Illinois farmers' institutes had separate sessions for women. In Illinois in 1898 a few women interested in the application of science to housekeeping decided to have special subjects for farmers' wives at the county institutes. To achieve this object, women organized "domestic science associations" in several counties which were to work with the men in county institutes. The purpose of these associations was to teach the practice of better methods in homes and to help introduce domestic science in public schools. In about five years' time domestic science associations were functioning in ninety counties.
The county associations were federated in the Illinois Association of Domestic Science which held an annual meeting in connection with the state farmers' institute. The expenses of women's sessions at the institute were paid from the appropriation for the state institute, which also contributed a traveling library of 125 volumes on subjects relating to the home.

In 1903 the Office of Experiment Stations reported that institutes "especially for women" were held in fifteen states. In 1908 twenty-one states held women's institutes and seven others had women lecturers upon their regular force of institute speakers. The term "women's institutes" was used to include sessions for women as a part of the program of farmers' institutes as well as more or less separate meetings of women. The organization of women's institutes was the result of the demand of the people for out-of-school education of rural women in domestic science. In some states like Indiana and Oklahoma women paid subscriptions for membership in women's auxiliary organizations for county institute work. In Colorado women paid a fee of one dollar each for attending five-day courses in home economics. The meeting hall, fuel, and light were furnished by the local community and at least 100 women were required to register before a course was granted.¹

Women's Institutes

In 1909 the United States Department of Agriculture issued a circular entitled Farmers' Institutes for Women prepared by John

¹True, op. cit., pp. 35-37.
Hamilton. According to this circular, instruction in principles and practices of domestic science to the housewife is of greater importance than the education of the farmer in field operation. Good food, well prepared and proper hygienic care maintain health and add to the working power of the family. Besides selection and cooking of food, problems connected with the rearing and education of children, the clothing of the family, the providing of home conditions that are sanitary, the social, intellectual, and aesthetic improvement of the housewife herself, needed attention. According to the circular, no better agency existed than the farmers' institutes for the introduction of instruction in domestic science and household arts into the rural communities:

By organizing women's institutes and local clubs for women and girls, and by sending out a body of capable lecturers to give instruction in domestic science and household art at their meetings, the way can speedily be prepared for securing later the introduction of these studies into the educational system of the country until ultimately domestic science and household art will be recognized as essential features in every well-rounded system of instruction, irrespective of the location of the school, city or country, or of the occupation of the people, whether on a farm or in conducting the affairs of a household in the midst of city life.2

The circular recommended that the women's institutes should endeavor to reach every country home with a school of domestic and sanitary science and should strive to introduce labor-saving appliances and conveniences into every home. An adequate share of the funds for

institute work should be devoted to itinerant instruction for women and for general uplifting of domestic life in the country home equal to that which was expended for the improvement of the farmer's work in the fields.

Farmers' Institutes in Ohio

Farmers' institutes were held in Ohio for the first time in the year 1881 in approximately forty counties. The secretary of the State Board of Agriculture arranged time, place, program, speakers, and discussions. Usually he delivered two or three lectures or addresses himself. Eight professors from the Ohio State College took part in these institutes. Their traveling expenses were paid by the college. Women attended these institutes in considerable numbers, and some of them read papers. Under the state act of April 26, 1890, the institutes were put on a more permanent basis. The act provided for the creation of incorporated societies called farmers' institutes. An amount not to exceed 200 dollars from county funds might be applied to the payment of expenses of the institutes. These funds were raised by a tax of three mills per capita in each county. The number of institutes held annually increased gradually. In the year 1924 Ohio led other states with 639 institutes and an attendance of 524,400.

Minnie Price, in her appraisal of home demonstration work in Ohio during 1914-1939 period, has been able to trace out four distinct

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movements through which this work has developed. These are extension schools, normal schools, Ohio Farm Bureau, and county home extension councils. 4

Extension Schools

Extension schools were the principal means through which home economics education was offered to the rural women of Ohio between 1909-1920. By a legislative act in 1909 funds were made available for a department of agricultural extension to be established in the college of agriculture, Ohio State University. Seven instructors, including two women, were engaged and extension schools were established as a means of carrying information to the men and women in the rural area. Some of the topics which received attention in these early schools were cooking, canning, home decoration, meal planning, good taste in dress, home management, kitchen equipment, health, child care, and sanitation. The first five-day school dealing with subjects in home economics was held in Amesville, Athens County. The number of these schools increased annually. Forty-four such schools were held in 1915. The attendance of women was never large, but remained fairly constant, varying from twenty-five to fifty. These early extension schools made rural homemakers conscious of the scientific methods of homemaking. The homemaker learned the importance of proper diet, hot school lunch and the teaching of home economics in the schools. Husband and wife,

in all probability, discussed family problems as they returned from these extension schools, driving horses many miles on bad roads. Ohio Farm Bureau Federation, organized in 1919, provided the machinery for planning and carrying out extension work in agriculture and home economics. The extension staff worked through the Farm Bureau organization for the first time in 1920 when the extension schools were discontinued.

Normal Schools

A state act in 1914 made county normal schools possible. In the year 1915 the State Superintendent of Public Instruction requested the extension staff in home economics to hold one-week schools in home economics at these normal schools. The purpose of these schools was to arouse interest in home economics and to give some training in home economics to teachers who would be teaching in rural areas later. Thirty-four schools, each of five days' duration, were conducted in 1915 with an average attendance of eighteen. From 1917-1920 an average of thirty-eight schools were held, with the highest number of forty-five schools in 1917. These normal schools were discontinued along with the extension schools in 1920.

Women's Clubs

Work with farm women's clubs started in 1914-1915 when many clubs asked for speakers to discuss home economics topics at their club meetings and requested literature which could be used in planned club programs. During the following year lectures and demonstrations were given
to forty clubs, and as an outgrowth of this in March, 1916, a women's club department in extension work was established. The two main aims of this department were to bring the rural women of the state into closer touch with the university by carrying to them all that science and art had to offer them in their profession of homemaking, and to unite them in a general organization that may promote the interest of all rural women. For the next four years one instructor devoted over half of her time to women's clubs. During this period an average of sixty-six clubs a year were visited, the peak year being 1918 when seventy-five requests were granted. Topics discussed in these clubs were foods, home management, care of children, food conservation, clothing and textiles, business side of homemaking, first aid, home care of the sick, and the rehabilitation problems. Besides this the instructor sent literature to clubs, made suggestions for club programs and helped to work out a program of special activities. During 1919-1920, two series of programs were offered, one dealing with post-war problems and one with community problems. Besides the individual and group development, these clubs also established a connecting link between farm women and the university, which still exists. In 1917 one afternoon of the Farmers' Week program was designated "club afternoon," and a large number of clubs of various kinds were represented. Many women benefitted through the opportunities provided by these clubs. Their influence in the community had been wholesome. Their contribution to extension work in the counties where such clubs existed was valuable. Two hundred and twenty-five clubs representing sixty-five
counties were on the mailing list when this work was discontinued due to changes in the extension organization. During 1920 and 1921 the decision was definitely made that the Ohio Farm Bureau Federation, a family membership organization, should be the organization through which home economics extension should function. This announcement was made from the Director's office and severed the official relationship between the state extension office and the large group of farm women's clubs established by the extension service.\textsuperscript{5}

**Farm Bureau Organization and Home Demonstration**

The chief interests of the Ohio Farm Bureau Federation, which was formed in January, 1919, were outlined at its meeting on September 16, 1919. It was resolved that besides contracting for bulk necessities required by its members and finding a market for their products, the federation should promote the betterment of farm homes and encourage the appointment of county home demonstration agents. It was decided that women should be represented on the executive committee of county bureaus and matters of special interest to them should be presented monthly in the farm bureau news.\textsuperscript{6}

According to Minnie Price, early records state definitely that the Farm Bureau was organized for the purpose of promoting the welfare of the farm family. Its major project at that time was the promotion of extension work in agriculture and home economics. From the beginning

\textsuperscript{5}Ibid., pp. 3-4.

\textsuperscript{6}True, op. cit., p. 158.
three women served as directors on the State Board who worked hard to establish and promote home demonstration programs. In 1921 they explained the work to 3,300 persons at county picnics and annual meetings. These three women directors and those who served as directors on county boards or executive committees helped people in understanding home economics extension work and in securing appropriations for home economics agents. They also assisted the state extension staff members with plans within the county and helped in conducting the home demonstration programs. Until 1927 extension programs were planned by township or county committees appointed by the farm bureau chairmen and approved by the board. Reports on progress of work and accomplishments were given by agents at board and annual meetings. By 1927 many of the county farm bureaus were losing members, and in an effort to build up their membership the federation placed more and more emphasis on the commercial phases of the program and less on the educational features. In order to develop extension programs the extension staff began working more and more with other rural groups. In the 1927 state leader's report of home economics extension work, the statement which had formerly read, "The Farm Bureau is the organization through which Extension work is organized and conducted" was changed to read, "The Farm Bureau is the organization through which Extension work has been organized. It is conducted through the Farm Bureau, Grange, Women's Clubs, extension groups, and other types of organizations."  

7 Price, op. cit., p. 5.
In order to secure the advice and counsel of women in each section of their counties in regard to the home demonstration program, extension agents began to invite project leaders and group representatives to serve on advisory committees to help in planning and conducting the work. These groups became known as home demonstration councils.

Home Demonstration Work as Part of Cooperative Extension Service

World War I started in Europe in the same year when the Extension Service commenced work under the Smith-Lever Act. During the war period the emphasis of the program was on food preservation and conservation. During the influenza epidemic of 1917 home demonstration agents proved the worth of their technical training and leadership ability. In 1915 there were eight full-time workers in home economics extension, all located at the Ohio State University. One of them was a supervisor, another assistant supervisor and the remaining six were specialists. In 1916 Ohio's first home economics agent was appointed. Next year nine more counties obtained home economics agents. By 1919 six cities and eighteen counties had home economics agents.\(^8\) The regard which the agents had won during the war helped in increasing the number of permanent agents in the counties.

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\(^8\) Henry Emig, "Home Demonstration Work in Ohio" (unpublished brief historical outline, State Home Economics Extension Office, Ohio State University, Columbus, 1949), pp. 3-4.
Other Developments

It was A. B. Graham who first organized a boys' and girls' agricultural club in 1902. In 1905 he was appointed Superintendent of Extension. The primary objective of his plan for extension work was to elevate the standard of living in rural communities. The chief methods used were meetings, bulletins, and news releases. Extension in Ohio at that time aimed at introducing more instruction in agriculture and domestic science and enrolling as many boys and girls in clubs as practicable. Between 1905 and 1911 volunteer leaders taught cooking, sewing, and canning of fruits in township and village high schools. These leaders were selected by the superintendent of schools. No special training was given to the leaders, who were generally local women skilled in sewing or cooking. During the period between 1909 and 1915 a number of articles dealing with home economics subjects were published in monthly extension bulletins. The first of these articles, Bread, was written by Ruth Wardwell, professor of home economics. Other articles on such subjects as sewing, vegetable cookery, meat, cereals, kitchens, home butter making, home decoration, textiles and dress, home laundering, in addition to suggestions for the dining room, were published in subsequent years.

Farmers' Week, later called Farm and Home Week, was held for the first time in 1913 at the college of agriculture, Ohio State University. The program included a special course for adult women and a brief course for girls over fourteen. There was a demonstration of an electrified farm home with gasoline engine for power. There were exhibits of food
elements, kitchen utensils, good and poor taste shown on models, and floor coverings. The Farm and Home Week was discontinued in Ohio in the year 1957.

Director Ramsower's report for the year 1922-1923 describes the status of home economics extension in Ohio:

The task of developing Home Economics Extension work has involved (1) developing strong programs in the home agent counties, (2) developing programs in counties without home demonstration agents, (3) preparing a few counties for the employment of home demonstration agents. Generally satisfactory programs have been carried out in each of the nine home agent counties.

The first step in promoting an interest in home demonstration work was to assist the county agricultural agent in the development of one or two strong pieces of home economics work. This aroused an interest on the part of women in the work of a home demonstration agent.

As a result of the above method, eight county boards of directors unanimously agreed to employ home demonstration agents if appropriations were possible. Seven more counties requested appropriations from the commissioner but did not get it. This work was welcomed, but the obstacle was the lack of funds for making appropriations. During that year the projects were carried on in different counties in clothing, nutrition, health, home management, and food study. However, it was rather difficult to expand home economics work in counties without home economics agents.

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9 Ibid., p. 3.

10 Annual Report Extension Service in Ohio for the Year Ending December 31, 1923 (Columbus: Ohio State University, 1924).
Minnie Price, the first state leader in the home economics phase of extension, was appointed in the year 1923. Before this the head of home economics at the university acted as state leader of home economics extension. In the following year household accounts, child care and home nursing, care and repair of sewing machines received special attention in home economics extension programs. The first women's camp was held in Washington County. Community activities for the year included achievement days, scoring and improvement of kitchens, farm bureau picnics, rallies, contests, and county fairs.

In the year 1926 a number of counties reported home demonstration committees, later called councils. More emphasis was put on recreation and games including music, reading, and camps. The county home demonstration committees cooperated with the Ohio State Library in securing loans of books for counties without county libraries. Nineteen counties had home committees in 1927. Only ten of these counties had home economics agents. Some other events of the year were citizenship training courses conducted in cooperation with the State League of Women Voters in four counties, and two roadside markets established in two counties by women for marketing home produced products.

The first report of organized home demonstration councils was made in the year 1928. These county home demonstration councils chose projects for county programs, promoted projects and secured leaders, secured appropriations, helped with leadership and enrollment in 4-H clubs, planned long-time programs for county, worked on plans for camps, established roadside markets, aided organizations like Ohio
Public Health Service, established rest rooms at county seats, helped to get a county health nurse, helped establish hot lunches in schools, and advised the home economics agent about programs. The first radio program on regular schedule on home economics topics by the state staff members also started during the above year. Lucas County had a school lunch program. Four counties were offered space to exhibit extension projects. In 1929 parent-study group was formed. Next year Trumbull County had a Better Homes Week.

Blanche B. Bowers, assistant state leader, emphasized the importance of counseling groups in extension work, particularly in the home economics program:

A general extension council is needed. Representation on a project basis seems inadequate and representation on a geographical basis seems important in home economics extension. Development of a home council should be safeguarded. In a council made up of Farm Bureau boards (10 to 12 men and two women) Home Economics Extension tends to be minimized.

During the year 1930-1931 style reviews of moderately priced dresses were held. Extension workers in the annual conference helped in solving some problems of this phase of the extension program.

Home Demonstration Work in 1930's

During this decade, depression spread over the entire western world. So again the extension program had to adapt to the needs of the

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12 Carlton F. Christian, History of Cooperative Extension Work in Agriculture and Home Economics in Ohio, Cooperative Extension Service (Columbus, Ohio State University, 1959), p. 36.
rural people. Extension workers, especially the home economics agents, did remarkable rehabilitation work. Agents and specialists cooperated with state and federal relief agencies to develop a comprehensive family program specifically adapted to the needy. State specialists and home demonstration staff contributed much to the institutional standards and procedures used by relief agencies and also helped them in other respects. In Ohio central kitchens for canning surplus foods were set up in nine counties. The clothing center at Columbus cleaned and repaired clothing for needy families. To help the homemakers make the best use of their meager resources during the depression years, the home demonstration agents popularized the use of homemade Christmas gifts, utilization of worn-out clothes, and recreation that cost very little.

In 1931 for the first time home economics councils met candidates for agent positions and recommended appointments to the state director of extension. During this year seventy-one counties carried one or more phases of organized home economics work.

District and state councils were organized in 1932. District councils met in four extension supervisory districts. Representatives of thirty-four counties attended the meeting of the state council convened during the Farmers' Week. The theme of the discussion at this


state meeting was child care and guidance from pre-natal days to graduation from college and embarkation on a career. Other projects which received special attention during this decade were women's choruses, emergency work in the drought-stricken area of southeastern Ohio, community meals, mothers of young children, child development study groups, camp tours, dramatics, and a special camp for farm women at Camp Ohio.

In methods of extension teaching more use was made of letters to special groups, exhibits, circulation libraries, home visits, educational tours or trips than meetings, as was done previously. Homemakers' problems began to be dealt with in terms of basic values in life and not just in terms of subject matter divisions. Increased attention was paid to study of government and to questions of taxation. Several county extension offices were moved from farm bureau quarters to court houses or federal buildings. Home demonstration agents began to cooperate with all groups interested in rural education and welfare. In counties without home demonstration agents the county agricultural agent was responsible for home demonstration work.15

Seventy-five counties received aid with homemaking in the year 1933. Between 1933 and 1935 home demonstration programs dealt with problems in homemaking and community life. Activities which received special attention were human relationships, family health, maintenance of desired standard of living, and activities that added to enriched

15 Annual Report of Home Demonstration Work in Ohio for the Year Ending December 31, 1932 (Columbus: Ohio State University, 1933).
living like recreation, reading, home beautification, trips to art exhibits and museums. In plans and reports of the staff members, the family was now recognized as a unit. Consumer education was also included in the program. There were signs of enlarged understanding of this program and increased faith in its contribution on the part of staff members and homemakers. Members of county home demonstration councils had gained an ability to plan and conduct a worthy program and to think and plan in terms of a long-time program. There were repeated requests from these members for additional specialists in child development and health. Farm women's dress was no longer a hindrance in attending meetings. Farm women started using new equipment and so there was increasing appreciation for the home demonstration program which taught the use of new appliances. The contacts between rural and urban women increased.

Rules of procedure for the State Home Demonstration Council were adopted in the year 1934. The meeting of the state council during the Farmers' Week emphasized the need for consumer education. Rural housing surveys were conducted in nine counties. Home economics extension staff gave talks on WOSU radio. In the year 1935 home demonstration agents cooperated with as many as fifty-five different organizations. A county chorus was organized in Warren County. Group singing was reported by Stark County.

In the year 1936 information on electricity in the farm home was sought. Needs of young children were stressed in the program by specialists. Attendance at camps increased. More counties developed
homemakers' choruses. Numbers of lay leaders participating in the program increased. Diversity in county programs to meet county needs and interests led to problems of training county staff, of providing teaching aids, and giving other supervisory assistance. District council meetings served as a training for council members. This year more than 125 women from fifteen counties attended the International Conference of Associated Country Women of the World held in Washington, D.C. Radio was increasingly used for information which was previously given by the local leaders in meetings. More attention was given to work with older youths.

In 1937 the Ohio Home Demonstration Council became affiliated with the National Home Demonstration Council. Home demonstration agents helped in flood relief in southern Ohio counties. The conference of county and state home demonstration staff held in Spring 1937 considered objectives, principles in program planning, and evaluation of the home demonstration work. In the Spring of 1939 this conference dealt with methods of teaching and integration of program. Ohio Home Demonstration Council was affiliated with Associated Country Women of the World. Seven farm women and six home demonstration agents attended ACWW convention in London, England.

Home Demonstration Work in World War II

During this period the objectives and programs of extension had to be adjusted to the war situation. In Ohio special attention was paid by the state and county home demonstration staff to the Cotton Mattress Program, which was a national program of using surplus cotton
to relieve inadequate bedding situation of many rural families and thereby improving their health and comfort. By the end of 1942 fourteen thousand mattresses had been completed. More attention was given by the county and state staff members to movements basic to the entire extension program, such as Land Use Plan, the Farm Family Food Supply, the Farm Unit Schools, the state and county Nutrition Committees, and Food for Defense. There was increased use of lay leaders in every respect.\(^{16}\)

Other war emergency programs in which home demonstration made contributions were sugar-saving suggestions, enriched flour and bread, and clothing conservation. Letters addressed to families dealt with control of rising prices and facts about rubber and tires. The neighborhood system was organized in some sections of the state.

In the year 1943 home economics extension found jobs for forty-nine full-time women workers in farm homes, in hatcheries and in other places. Over 2,000 women were placed for seasonal farm work, mostly in truck and fruit areas. A specialist in rural health organization was appointed. In the year 1944 women and girls were recruited in the Women's Land Army to help in farm work, the Ohio Rural Health Council was organized, and "Home Time" program on WOSU radio station started. Annual state conferences of county and state home demonstration workers were very useful as different phases of the program used to be discussed. The value of these conferences was enhanced by the presence of one or two federal extension staff personnel and discussions at the district conferences which followed immediately the state conference.

\(^{16}\)Annual Report of Home Demonstration Work in Ohio for the Year Ending December 31, 1942 (Columbus: Ohio State University, 1943).
Post-War Period

In honor of the valuable contributions of the first state leader, Minnie Price, to home demonstration work, the Minnie Price Scholarship Fund was created by the Ohio Home Demonstration Council. This fund is used for the award of scholarships to incoming freshmen in the School of Home Economics, selected on the basis of scholarship, need, and interest in home economics extension work. Nominations are made by county home demonstration councils. National Home Demonstration Week was observed for the first time in 1946.17

Over the years, the extension staff worked toward having an increasing number of people understand purposes, methods, and achievements of home economics extension work. Achievement Day programs in various counties, exhibits, radio programs, and press articles have contributed to this understanding. County, district, and state home demonstration councils played an important part in bringing about this understanding. Home demonstration objectives worded by councilors and home economics agents at district and county council meetings not only stimulated group thinking during the formulation of the objectives, but continued to influence program development throughout the year. Since 1948 an increasing number of communities have organized home demonstration clubs, and this movement has continued to spread. More attention has been paid to methods of reaching young homemakers. In some counties plans have been developed by the home demonstration councils to care

for children while mothers attend meetings. Groups of young mothers have been requesting special help with problems dealing with child care, family living, and nutrition. In view of the increasing interest in international activities, a standing committee was formed in the State Home Demonstration Council in 1949 to give attention to world citizenship.

A State Extension Advisory Committee was organized in the year 1950. At the first meeting of the committee an equal number of men and women participated in discussions involving both family and farm aspects of the extension program. Since 1950 greater attention has been given by the state extension staff to requests of various organizations of women for assistance.

As early as 1939 the need for planned coordination between the programs of the county agricultural agent and the home economics agent was expressed by Roger Thomas, extension agent in Portage County. The Director's report for the year 1944-1945 stated, "It is felt that Agriculture and Home Economics needed to work toward a more unified program." The Farm and Home Labor Caravan, composed of exhibits of farm and home labor-saving practices, toured sixty counties in 1947. Farm and Home Schools, started in 1949, are another example of a trend towards an integrated program at the adult level. This movement has grown from a program for young farmers which originally dealt largely with agricultural topics to one which now includes programs dealing with subjects pertaining to family living and are of value and interest to
all members of the family. Each year a few more counties are added to
the list reporting Farm and Home Schools.

During the post-war period a number of activities in the home
economics extension program have been planned for urban groups. There
has been increased emphasis on publicity for home economics work.
Newspapers and the radio have brought to the attention of the urban
homemakers the benefits to be obtained from home economics extension
work. Home economics agents have received more and more requests for
help from the urban groups.

To strengthen inservice education, an evaluation program was
developed. In the year 1951 all extension workers who had been on the
staff for one year on July 1 were rated. Following this rating the
assistant leader in the area had a conference with the agent in which
her successes, shortcomings, and ways to overcome the shortcomings were
discussed. The agents appreciated the value of these conferences,
which they indicated were good morale-builders.18

Minnie Price retired in 1951, and Nellie Watts succeeded her as
state leader in home economics extension. Minnie Price joined Ohio
Extension Service in 1921 as assistant state leader and became state
leader in 1923. For thirty years she was a key person in formulating
policies for home economics extension in Ohio. She had to do the most
difficult task of gaining acceptance for home economics extension as
one of the three major phases of the extension work. When Minnie Price

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18 Annual Report of Home Demonstration Work in Ohio for the Year
Ending December 31, 1951 (Columbus: Ohio State University, 1952).
came to Ohio there were only eight home agents, but in the year she retired there were home economics extension programs and home agents on the job or authorized in eighty-four counties. In the early years homemaking skills were taught by specialists with the help of home agents, if they were there on the job. But in counties without home agents, women were assembled in groups through the efforts of county agricultural agents and the specialists taught these skills to these women. Miss Price was successful in securing a strong team of specialists in clothing, food and nutrition, and home management.19

After twelve years' service as home economics agent and fourteen years as assistant state leader, Nellie Watts became state leader on September 1, 1951. As there was a rapid turn-over in home agents and the teaching load on specialists was quite heavy, she realized the importance of having trained and experienced lay leader groups for maintaining continued interest and participation in home economics extension work. A system of training lay leaders in short courses at the Ohio State University and at district meetings was worked out. The specialists prepared detailed lesson plans for each project and went into the field to demonstrate good teaching methods to agents and lay leaders. The training of lay leaders strengthened the bond between the extension service and the homemakers. Miss Watts retired in April, 1955. Development of lay leadership and skill in organization were two of the major contributions of Miss Watts.

The present state leader, Mrs. Loa Davis Whitfield, took over on September 1, 1955. Under her leadership there is a greater emphasis on preparation of basic teaching materials, giving home economics agents more responsibility for training local leaders and conducting teaching demonstrations. Homemakers are taking more interest in the areas of family relationships, community betterment, and consumer information.20

During the last decade the role of the county advisory committees in program planning has been growing in importance. Better training of councilors and leaders has enabled them to assist with the program more effectively. There has been an increased interest in professional improvement. Participation by women in county-wide activities which are sponsored and carried out by them has been increasing. This has contributed to better understanding of home economics extension work, public relations, and leadership development. There is an increasing understanding of the place of home economics in the total extension program. There is evidence of increased awareness on the part of extension workers and homemakers that programs should be based primarily on problem-solving activities. The desire of home demonstration groups to receive training in creative activities has been increasing. Research studies have emphasized more work with young married couples. The home economics extension staff has felt its responsibility in getting results of research to homemakers in a form in which they can use it and at the time they need it. The number, variety, and extent of cooperative

20Christian, op. cit., p. 43.
relationships with non-extension groups and agencies has been increasing every year. There is evidence of increasing interest in nutrition and the part that diet plays in promoting the health of the family members. Agents and homemakers have been showing more interest in the areas of family living, home management, food and nutrition, and clothing. The mass media program of home economics specialists is carried on through the editor’s office with the help of the two assistant editors in home economics. Weekly news items, radio tape service, a daily radio program on WOSU, and a daily television program on a local station are some of the regular features in which the home economics specialists have major roles.
1881 . . . . Farmers' Institutes held first time.
1890 . . . . (April 26) Farmers' Institutes established on permanent basis by a state act.
1902 . . . . First 4-H Club in Clark County, Ohio.
1905 . . . . A. B. Graham appointed Superintendent in Extension.
1909 . . . . Extension schools started.
1905-11 . . . . Women leaders taught cooking and sewing in village high schools.
1909-15 . . . . First articles written on home economics subjects.
1913 . . . . First Farmers' Week held.
2. County normal schools started.
1916 . . . . 1. First home economics agent in Montgomery County.
2. Women's club department established in extension work.
1919 . . . . Ohio Farm Bureau Federation formed.
1920 . . . . Extension schools and normal schools discontinued.
1920-21 . . . . Decision to conduct home economics extension through Farm Bureau.
1923 . . . . Minnie Price appointed state leader of home demonstration work.
1924 . . . . Ohio led in farmers' institutes.
1926 . . . . First mention of county home demonstration councils.
1927 . . . . Relationship between Ohio Farm Bureau and extension changed.
1928 1. First report of organized home demonstration councils.
     2. First radio program on home economics subjects.
1929 Parent-Study Group formed in Licking County.
1931 Home demonstration councilors met candidates first time for home agent position.
1932 1. Ohio divided into four home demonstration council districts.
     2. District and State Home Demonstration Councils organized.
     3. Meetings held in each district.
1934 Rules of procedure for the State Home Demonstration Council adopted.
1946 1. Minnie Price Scholarship Fund created.
     2. Visitors from many countries, including India, came to study extension.
1949 International Relationship Committee formed in State Home Demonstration Council.
1950 State Extension Advisory Committee organized.
     2. First rating of the extension staff.
     2. Mrs. Loa Whitfield became state leader and continues in the present time.
1956 County home demonstration agents' titles changed to county extension agent, home economics.
1957 Farm and Home Week discontinued.
1962 Ohio Home Demonstration Council participated in the Centennial Celebration of the land-grant colleges.
CHAPTER IV

HOME ECONOMICS EXTENSION COUNCILING GROUPS

An account of the organization and functions of home demonstration counciling groups is presented in this chapter. These groups of homemakers help in the planning and development of home economics phase of the extension program from the local community level to the national level. Chart II gives the affiliation of Ohio Home Demonstration Councils and their relationship to the Cooperative Extension Service.

Home Demonstration Clubs

Home demonstration clubs, as one sees them today, came into being in 1948. An increasing number of counties have organized such clubs. Since then the movement has continued to spread. A home demonstration club is an organized group of women in a community carrying on an educational program in homemaking and related activities. It is under the supervision of the county extension agent, home economics. It provides for many different kinds of leadership experiences. Subject matter teaching by the local leaders makes a broader program possible than when the home economics extension agent alone carries the major portion of the responsibilities. These clubs make it easier to facilitate a continuing program in the community. Through them home economics extension has been reaching young homemakers in many counties.

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CHART II

OHIO HOME DEMONSTRATION COUNCILS AND THEIR AFFILIATIONS

Local Community Group

Program Development Committee

Clothing
Family Economics
Family Life

Home Management
Housing & Furnishings
Nutrition

County Home Demonstration Council

Ohio Home Demonstration Council

Country Women's Council

National Home Demonstration Council

Associated Country Women of the World

The Ohio Homemaker, prepared jointly by a committee of lay women and the state home economics extension staff, is published four times a year. It provides training to the club members. Home demonstration councilors' handbook provides facts about the home economics extension work and council activities at all levels, and gives information on Country Women's Council and Associated Country Women of the World.

The state and county home economics extension staff have made no definite effort either to promote or discourage the forming of home demonstration clubs. In many counties women participating in home economics extension work decided that the program could be strengthened by the organization of clubs. Since the number of these clubs had been increasing rapidly, it was considered necessary by the state leaders of home economics extension to clarify some of the issues involved and make recommendations regarding these clubs. In the year 1952 the Ohio Home Demonstration Council Manual was published the first time for the use of the home demonstration councilor and clubs. This manual has been revised from time to time. In the year 1961, due to the change in the constitution of the Ohio Home Demonstration Council, it was considered necessary to revise the council manual. This manual has been revised and distributed in the counties and Home Demonstration Councils this year (1962).

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Organization

According to the Ohio Home Demonstration Council Manual, published in 1957, any woman is eligible to become a member of a home demonstration club. There should be enough clubs to make the program available to every homemaker who wishes to join them. The size of the club is determined by interests of women, size of meeting places and the number that can be managed in work meetings. Often a group decides that two smaller units would be stronger than one that covers too large an area. Where there are a number of small clubs in a community, it is sometimes desirable for them to meet jointly for some purposes. The number of clubs per county varies, depending upon the interest and willingness of the women to accept leadership responsibility, and upon the availability and experience of the county staff. It is desirable for the home economics agent to be able to teach at least one regular lesson in each community each year.

Each club is expected to carry the county program as planned by their representatives on the county home demonstration council. Club representation on the council may vary. In the interest of democratic procedure, each club has one and not more than two representatives on the county home demonstration council. Some counties may prefer to have their representation on the council on area basis regardless of the number of organized clubs in the area. In this case each club should have a voice in selecting an area representative on the council. Subject matter leaders are elected from the clubs. They have responsibility to their local community, their club or group, and to the Ohio
State University. In general there are two leaders in each subject matter area to be taught.

A home demonstration club has committees dealing with different activities. The chairmen of these committees, who are appointed by the president with the approval of the club members, receive training for the job at the training meetings for officers, conducted by the county home demonstration council.

Functions

The home demonstration club is supposed to carry the county program as planned by their representatives on the county home demonstration council. Besides the program-planning meetings, additional meetings, if desired, can be planned with the cooperation and approval of the home economics agent. These meetings help to promote the progress of the home economics extension work toward its goals.\(^2\)

The subject matter leaders supplied by these clubs must be willing to attend leader training meetings and to take the necessary time to prepare themselves for the job to be done. The leader, being a representative of the Ohio State University, has the responsibility for teaching what she has been taught and as nearly as possible in the way it has been taught. She, along with the secretary, is responsible for securing reports on the meetings held and work done and then in sending them promptly to the home economics extension agent. The subject matter leader is also responsible for stimulating members of her group

\(^2\text{Ibid.}, \text{p. 14.}\)
in accepting new information, trying new skills, learning new ways, and in teaching others. All this also leads to her own self-improvement.

County Home Demonstration Councils

The county home demonstration council is an organization dealing primarily with the home economics phase of extension. The members of the home demonstration council and the county extension staff are guided in their planning by the following principles:

Local people should: help set long-time objectives; consider trends and past extension programs and educational programs of other groups, etc., in determining the year's activities, to meet educational needs of all groups; make the plan of work practicable and the various segments related to the whole; realize that evaluation and planning of program is a continuing process.3

Organization

According to the 1962 council manual, the county home demonstration council is composed of representatives from townships, clubs or groups, and subject matter interests according to the constitution and by-laws in the county. Members of this council are responsible to their groups, community, home demonstration council and to the county extension service. Most counties have developed a system such as: electing half or one-third councilors each year for a period of two years or electing an assistant each year who in turn becomes the councilor the following year. In order to provide for a continuous development of new

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membership in the organization, some counties have a rule that a coun-
cilor may not succeed herself. The officers of the home demonstration
council are president, vice-president, secretary-treasurer or a secre-
tary and a treasurer. The Ohio Home Demonstration Council Manual,
1957, lists the duties of these officers.

Functions

The work of the county home demonstration councils has increased
in volume and variety since the time they were first organized in 1928.
The major purposes of these councils, in the words of the Ohio Home
Demonstration Council Manual, 1957, are these:

1. To advise in matters pertaining to home economics
   extension work in the county.

2. To help develop and conduct an educational program
   in home economics throughout the county.

3. To develop leadership.

4. To help coordinate the home economics extension
   program with other extension work in the county.

The councilors assist the county home economics agent in develop-
ing home economics programs for the county and help to interpret home
 economics extension work in the local community. They help the people
understand the purposes, history, set-up, and operation of the coopera-
tive extension work in agriculture and home economics. They elect

4Ohio, Agricultural Extension Service, Ohio Home Demonstration

5Ohio, Agricultural Extension Service, Ohio Home Demonstration
representatives on the County Extension Advisory Committee. They assist the county extension staff assemble and revise mailing lists, secure reports of work for county records, secure leaders in both adult and junior work, and plan and conduct county training meetings for club officers and chairmen of committees. They help the home demonstration club work in furthering the home economics program and other worthwhile community programs.

A county home demonstration council has generally six to ten meetings a year. The progress of the program is reviewed at these meetings. The executive committee and the standing committee have additional meetings. The standing committees vary from year to year. For the present these committees are in the areas of clothing, family economics, family living, home management, housing and furnishings, and nutrition. Special committees are appointed to meet specific needs.

**Alumnae Home Demonstration Council**

Those home demonstration council members who have served their period on the council but still have a desire to remain serving in a county-wide organization which would strengthen the home economics extension program in the county, can become members of the alumnae home demonstration council. Such councils have been organized in a number of counties. The number of these council meetings varies from one to twelve times a year.
Activities

1. Promoting some special project which has been agreed upon with the active county council.

2. Serving as leaders in some project work in local communities.

3. Serving as baby sitters while young mothers are attending home demonstration meetings or conducting a nursery at meetings.

4. Assisting in making surveys and locating information about the county situation which contributes to the development of the program.

5. Finally, developing an educational program for themselves.\(^6\)

Ohio Home Demonstration Council

The Ohio Home Demonstration Council, organized in 1934, is an organization of homemakers who participate in the home economics phase of the Cooperative Extension Service. This council helps in the training of county council officers through its state and district officers working with the county home demonstration councils. Short courses for the homemakers are held annually at the Ohio State University through the joint efforts of the Ohio Home Demonstration Council and the extension staff. These courses provide the homemakers with the best and latest information in the art of homemaking. The constitution of the Ohio Home Demonstration Council was revised during the year 1961. This revised constitution abolished the district home demonstration councils.

Demonstration Committee, it has been meeting annually except for the years 1942 and 1943, when the annual meetings could not be held due to war-time travel restrictions. The business during these years had to be conducted at the district council meetings.

Purposes

Article II of the revised constitution of the Ohio Home Demonstration Council describes its objects in the following words:

1. To further strengthen, develop, coordinate, and extend education in home economics and agriculture through the Cooperative Extension Service of the counties, the Ohio State University, and the U.S. Department of Agriculture.

2. To provide opportunity for homemakers in home demonstration or home economics groups to share their judgment and experiences for the progressive improvement of home and community life.

3. To provide opportunity for more homemakers to have access to information available through the Cooperative Extension Service.

4. To develop leadership in homemakers in their profession, their community, county, and state organizations.\(^7\)

Organization

According to the new constitution and by-laws for the Ohio Home Demonstration Council, all current county home demonstration councils or county extension home economics councils, as called in these days, make up the membership of this council. All the members of the home demonstration group are eligible to attend the annual meetings of the

council. Each county is entitled to one voting delegate to the annual meeting of the Ohio Home Demonstration Council. This voting delegate can be either the president of the county home demonstration council or a substitute elected by the county home demonstration council. The county delegate can vote only if the state dues have been paid by her county.

The officers of the Ohio Home Demonstration Council are president, vice-president, secretary, and treasurer. The executive committee of this council is composed of the above-mentioned four officers and the immediate past-president. This past president serves as an advisory member of the committee, without vote for one year. The state leader, home economics extension, and home economics supervisor for the president's district are non-voting members of the executive committee. This committee has the power to fill the vacancies which may occur in the ranks of the state officers until the next annual meeting of the Ohio Home Demonstration Council. The executive board of the council consists of the members of the executive committee, the county council presidents, and the chairmen of the standing committees of the state council. Responsibilities of the officers, the executive committee, and the executive board are given in the Ohio Home Demonstration Council Manual, 1962. On the request of the council the director of the extension service, Ohio, appoints state leader, home economics, and the supervisor from the district of the council presidents, as advisers to the president of the Ohio Home Demonstration Council.
The Ohio Home Demonstration Council has a number of standing committees. These committees can work more effectively than the whole council or board. Their numbers and kinds are determined by the council, the executive committee, and the board. They vary from year to year. During the current year (1962), the Ohio Home Demonstration Council has these committees: Citizenship, Health, Minnie Price Scholarship, Safety, and Homemakers' Short Course. Details regarding these committees are given in the 1962 Council Manual. These committees bring together the thinking of the county home demonstration councils regarding their activities. They formulate principles and plans which give a common understanding to all counties and which help to unify the home economics program. These committees meet the immediate needs of the homemakers and they support the National Home Demonstration Council.

National Home Demonstration Council

The National Home Demonstration Council is made up of forty affiliated state home demonstration councils, together with Hawaii and Puerto Rico. The states pay dues according to the number of council members they have. This National Council is affiliated with the Country Women's Council of the United States of America and with the Associated Country Women of the World. The latter is striving to build international friendships and understanding and to improve rural conditions. It is playing an important part in international affairs and speaks for the country women at meetings of the United Nations.
Purposes

The objectives of the National Home Demonstration Council as given in the 1962 Manual are these:

1. To further strengthen, develop, coordinate and extend adult Extension in Home Economics through the Cooperative Extension Service of the U.S.D.A. and the Land Grant Colleges.

2. To provide opportunity for homemakers in home demonstration groups to pool their judgment and experience for the progressive improvement of the home and community life.

3. To offer a means by which homemakers may initiate, interpret, and promote extension projects of national and international importance in the protection and development of the American home.8

The National Home Demonstration Council helps to set up long-term objectives for home economics extension work. It emphasizes the interests and needs of all groups. It encourages young women to enroll in courses which prepare them for home economics extension work and other fields dealing with public education and family welfare. It serves as a clearing house for national and international programs. The annual meetings of the National Home Demonstration Council provide an opportunity to councilors in all states to meet. These councilors exchange ideas, form new friendships and secure inspiration for further strengthening of the state and county programs of home economics extension.

In 1957 the annual meeting of this council was held at the Ohio State University. The theme for discussion at this meeting was "Opportunity, Responsibility, and Achievement." This meeting at the

8Ibid., p. 13.
Ohio State campus pointed up the following advantages of holding such meetings on a land-grant college campus:

1. It makes the National Home Demonstration Councilors aware that they are a part of the program of the land-grant colleges.

2. It gives home demonstration council members an opportunity to become better acquainted with Deans, Directors, and other university staff members involved in the program and to appreciate the cooperation that they receive from the staff.

3. It acquaints homemakers with the campus facilities.9

This council publishes a quarterly, National Note, which reports the outstanding achievements of the Home Demonstration Councils in the United States.

A definite trend toward wider relationships is evident as reports and activities of state and county home demonstration councils are examined. Council members are increasingly aware that they are a vital part of an educational movement of broad significance locally, nationally, and internationally. Women in increasing numbers have gained appreciation of social and civic responsibility through study of government, family relationships, and through participation in community, county, state, national, and international movements. Many women have also had greater satisfaction through participation in chorus work, tours to art galleries, and like activities.10

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10Emig, op. cit., p. 6.
The progress in home economics extension work can be summarized in a few lines as the recognition of the fundamental importance of the home. Home economics extension work contributes tremendously to the solution of fundamental economic and social problems, and leadership development.
CHAPTER V

TRAINING OF HOME ECONOMICS AGENTS IN OHIO

The broad aim of the extension personnel training is to bring about improvement in the conduct of extension work through increased efficiency and effectiveness of extension workers, and preparing staff members to assume extension positions of greater responsibility.

Competences Needed by an Extension Agent

Paul Leagans, in his paper presented at a conference on extension training held at Cornell University in April, 1957, states that available information about the teaching-learning process points to the necessity of identifying the competences to be developed in the learners as a necessary condition for effective training. He has emphasized eleven types of competences that are required of extension workers:

1. Understanding of the role of extension service and how it operates as a public institution.

2. Skill in human relations. Success of an extension worker depends very much on his ability to get along with people. Failure of extension workers is more often due to inability to get along with people than lack of technical competences.
3. Knowledge and understanding of technical subject matter appropriate to one's job. An extension worker must have an adequate and up-to-date knowledge of appropriate technology and its relationship to the problems of people.

4. Ability to plan.

5. Ability to clarify objectives and state them so they are useful in guiding extension activity.

6. Ability to organize people and things.

7. Skill in communication. Good communication is the essence of good extension teaching. The extension worker has not merely to get information to people, but to be certain that the information is accepted, understood, and acted upon, not just received.

8. Skill in seeing the relationship of principle and practice. This involves understanding of the nature and role of principles in the education process, the nature and role of technique, and the interdependence of the two. The extension worker must understand the principles lying behind his technique in order to make techniques more effective.

9. Skill in inquiry. This requires ability to identify problems, discover focal points, determine alternative solutions, evaluate alternative solutions, and to make decisions about them.

10. Ability to provide learning experiences or to teach. This involves an understanding of the principles of learning and teaching; skill in arranging situations in which effective learning is promoted; and knowledge of appropriate subject matter. The extension worker's
job is not merely diffusing subject matter facts but getting people to understand, accept, and to apply them.

11. Ability to evaluate. This involves knowledge and skill necessary to clarify evaluative criteria; collect, analyze, and interpret facts that show the present situation; compare the actual with the desired or anticipated progress; and to draw proper conclusions.1

Role of Home Demonstration Agent

The nature and content of the preservice and inservice training required for the position of a home economics agent depends upon the specific role that she has to play.

Home economics extension work in Ohio was established to help the farm homemaker meet the questions about her tasks and responsibilities connected with home, family, and community, and to meet them equipped with the best information available. The county home economics agent provides an avenue through which the practical results of research and experiments in home economics may be carried to the homemakers in the county. Minnie Price describes the role of the home demonstration agent in the following words:

The home demonstration agent is a woman in touch with these sources of information, specially trained in home economics with an understanding of rural problems and conditions, with tact and good judgment, with faith in the task in which she is engaged, and with

ability to work happily with the people in her county in stimulating and directing their efforts.²

The improvement of home economics extension personnel through training involves the following three lines of activities, besides which there is a growing interest in graduate work:

1. Preservice training
2. Induction training
3. Inservice training

Preservice Training and Selection

This area of training deals with the recruiting, teaching, and selecting of personnel for the position of home economics agent in the county. It is primarily the responsibility of the college of agriculture and home economics of the Ohio State University, with the assistance and guidance of the extension service of Ohio. The state leader's annual reports reveal that the state home economics extension staff have been devoting time and effort to inform and interest home economics students regarding opportunities in home economics extension work. According to Aasheim, training leader's advice can be of great help to the undergraduate students.

The training leader's influence on undergraduate students can be significant—by advising with curriculum committees as to the basic needs of students for good citizenship. He can also help direct the undergraduate training of students interested in

extension work by advising them with regard to their
course work and summer training activities.3

The administration of the extension service requires men candi-
dates desiring to enter extension service to have a B.Sc. degree in
some field of agriculture from a land-grant college. Women candidates
for the position of home economics extension agent are required to have
a B.Sc. degree in home economics from a college or university. A
minimum of 206 hours is needed to meet the requirements for the B.Sc.
degree in the school of home economics of the Ohio State University.
The specific course work requirements are given in the General Informa-
tion and Curricula Bulletin of the school of home economics, Ohio
State University. Students who plan to prepare for the position of
home economics agent are advised to pursue home economics education
curriculum and to take courses in rural sociology, journalism, speech,
methods of teaching, in addition to the broad-based core of home
economics subjects. The following courses are of special importance
in their program of studies:

1. Principles in Extension Program Development—Agriculture
   Education 526—three credit hours.

2. Field Work in Home Economics Extension—Home Economics 585 L.
The object of this course is to give the student practical experience
in county home economics extension work. The student is assigned to a

3 T. S. Aasheim, "The Training Leader's Job As I See It," Pro-
ceedings of the Extension Training Conference, State College of Wash-
ington, May 12-15, 1959, United States Department of Agriculture
county with a good extension program for a period of five weeks, for which she receives eight hours credit.

3. Home Economics Extension Methods—Home Economics 681—five credit hours. This course comprises four class hours and one two-hour laboratory per week. The laboratory period, which is used for field trips, includes visits to county office, radio station, TV station, a leader training meeting, and a county home demonstration council meeting.

For selection as an extension agent a person is required to have earned in undergraduate work a cumulative point-hour ratio of 2.7. With this point-hour ratio an agent can get admission to the graduate school if he desires to pursue graduate study for his professional improvement. This is not a rigid requirement for girls. Besides a good academic record, some of the other desirable criteria which provide the basis for selection of home economics agents are broad technical knowledge in the subject matter areas of home economics, ability to get along with others, indication of potential leadership ability, ability to solve problems in a logical manner, ability to communicate effectively, and a keen sense of responsibility.

A person desiring to become a home economics agent may indicate her interest to any member of the extension staff. When she does, she is asked to fill in an application blank giving particulars of her education, background and experience, leadership activity, and references. The application and letters of recommendation are received by the supervisors and the director. After preliminary screening and
Interview the supervisor arranges for the candidate to visit informally in the county or counties in which there are vacancies and meet with the county extension advisory committee. The committee may say that the person suits them, or ask the state office to recommend another person. It is very rarely that the advisory committee does not accept the recommendations of the state office.

**Induction Training**

The induction training begins the first day the new agent is on the job and continues through the first year of employment. The training is adjusted to the individual's background, past experience, personal characteristics, and preservice training. The object of this training is to help a home economics agent get acquainted with the extension service and with her part in it. According to the recommendations of the National Task Force on Cooperative Extension Inservice Training, the following activities form part of the induction training program:

1. **Orientation in the state office under guidance of the supervisor.** This gives the new agent an opportunity to get acquainted with the state staff.

2. **Field experience in the county.** Counties with staff members who are recognized as superior teachers and with good working relationships between the extension staff and the people with whom they work, are selected by the district supervisor as training counties. During the first part of the county training the new home economics agent is given an opportunity to get acquainted with the county
extension staff, office organization and procedure, and physical ar-
rangements and facilities available. She is introduced by the trainer
agent to members of the county advisory committee, newspaperman,
families with whom extension has worked closely, farm organization lead-
ers, and county officials. The emphasis is on learning by doing. The
trainee sees good office procedure demonstrated, including good habits
in handling office and telephone calls. She has an opportunity for
regular consultation with the trainer agent, generally once a week.

3. Visits to other counties. The district supervisor arranges
for the new agent to visit counties known for some phases of the exten-
sion program for a period of one to three days.

4. Specific reading assignments. The new agent is given reading
assignments dealing with subjects like extension objectives and poli-
cies, and teaching techniques.

5. New workers' conference. Induction training conference for
Ohio is held at Columbus twice a year in the months of March and Sep-
tember for a period of two to four days. Agents who have been in
service for less than one year attend the conference. This conference
provides opportunity to present and clarify the objectives, philosophy,
policies, and procedures of the extension organization.

6. Group training in subject matter and methods. Workshops or
training schools are held to provide group training experiences for
new agents.

7. Personal conferences by supervisor. The district home
economics supervisor is responsible for seeing that the induction
training meets the needs of the new home economics agent. She visits the training county and has conferences with the trainee and with the trainer agent to appraise trainee's performance and suggest improvements, if necessary.

8. Final evaluation conference. A supervisor-trainee conference is held at the end of the induction training period. At this conference the final evaluation is done by the supervisor to determine trainee's progress, to determine her competences in the various work areas, and to see whether she needs any further training.4

Inservice Training

The National Task Force defines inservice training in the following words:

Inservice training is that phase of organized learning experience which is provided employees by the agency throughout the employment period. It is training directed towards developing understanding of the job operations and standards, agency philosophy, policies and procedures, as well as current technical research findings. It includes induction training for new workers and on-the-job training in both subject matter and in educational methods for experienced personnel at all levels of the organization.5

The objects of inservice training are—

1. To fill in gaps in previous preparation.


2. To develop ability to carry out extension programs.

3. To prepare the home economics agent for the immediate job ahead, and for changes in problems and situations as they affect the work to be done.

4. To stimulate continued growth of extension personnel.

Inservice training for home economics agents who have been on the job for more than one year should provide them an opportunity to develop an experimental attitude toward their work and to attack their problems scientifically. Emphasis is needed in their training for focusing information of more than one discipline on a problem. According to a survey conducted by the National Task Force, 60 per cent of all state and county extension personnel participated in some sort of inservice training activity. Some of the examples of these activities are statewide annual conferences, district or state workshops, seminars on special problems, national extension conferences and workshops, and regional and state extension three-week schools.
CHAPTER VI
PROGRAM DEVELOPMENT IN HOME ECONOMICS EXTENSION

Process of Program Development

Paul Leagans and other writers in the field of extension education have described the essential steps in the process of program development which occur in the following order:

1. Studying the situation. At this stage it is necessary to make a survey of the area for which the program is to be developed. It may be necessary to examine the results of the previous programs. Information about the social and economic conditions of the people is necessary. Data on the composition of population, the educational level and skills of the people, natural resources of the area, local institutions and organizations and the physical facilities, are collected. Some of the important sources of information are findings of previous research, census data, special surveys, practical experience of the professional people in the field.

2. Identifying the problems. Analysis of the situation helps identify the problems. These problems should be defined in terms of the felt needs and interests of the people. The direction and content of the extension program which will help people solve their difficulties will depend upon the needs and interests of the people. Problems
should be stated in terms of educational, economic, and social changes needed for the achievement of the desirable goals.

3. Considering the alternative solutions to the problems. This is necessary in order to decide which solution provides the best results in bringing about the desirable changes.

4. Formulating the objectives. For effective extension teaching it is necessary to have specific objectives. For effective teaching-learning both the extension worker and the people must have well defined objectives before them. The people's needs and interests must be clearly stated in the program objectives. The objectives should state the people to be affected and the kind of change to be brought about.

5. Developing a teaching plan in line with the objectives. It is necessary to decide who is to do the teaching and what methods are to be used.

6. Carrying through the plan. It is necessary to decide the amount of time to be devoted to each major activity and the dates on which the activity will be performed.

7. Evaluating results. Evaluation of the procedures and methods used and the outcome of the program is more or less a continuing activity. Evaluation may point up the need for making useful changes or modifications in the program.

The broad objective of the Cooperative Extension Program is to help people through educational means to improve their way of living, their farming and homemaking operations, their communities, and
themselves. Home economics extension in Ohio, as in other states, is one of the three phases of the Cooperative Extension Program. The specific objectives of the home economics phase of the program are—

1. To help families at all stages in their development to clarify their goals as families and as individuals.

2. To help families acquire skill in the decision-making process in the use of their resources for the development and satisfaction of the family.

3. To help families analyze their resources—time, energy, income, abilities, skills, and training.

4. To help families achieve their goals through improving practices so they are more closely in line with present knowledge as established through research.\(^1\)

These objectives form part of the agreement which enables the United States Department of Agriculture and the Ohio State University to engage in a cooperative extension service with the eighty-eight counties of Ohio. In order to achieve the objectives of the home economics extension, the home economics extension staff and the families in the counties plan a home economics program. The United States Department of Agriculture has no directive over extension programs. It gives leadership in terms of guidance and advice only. The exception to the above takes place only in time of great emergencies like war. The control of the extension program in Ohio is in the hands of the cooperative extension service of Ohio.

The home economics extension program is based on the assumption that there is a gap between what the families and individuals are and

\(^1\text{Manual, 1962, op. cit., p. 4.}\)
what they could be and what they have and what they could have by using their human as well as non-human resources. Planning and development of a program in home economics extension helps homemakers recognize this gap and make efforts to narrow it.

Program planning is based on the belief that there exists the need for change which results in progress. Program development in home economics extension work is an intensive effort on the part of the home economics staff to help families and individuals of Ohio in their attempts, collectively, to analyze their major problems connected with home and family and build an educational program directed toward their betterment. It is both an educational process and an attempt to do a thorough and systematic job of long-range programming with the people.

At the county level home economics extension phase of the overall county extension program is planned by the county home demonstration council and the county extension agent, home economics in each county of the state of Ohio. The county home agent assumes the leadership role in planning the home economics program, but she needs the help of the county home demonstration council in developing the program. Each county home demonstration council has subject matter committees in the areas of the home economics extension program, viz., Clothing, Family Economics, Family Living, Home Management, Housing and Furnishings, and Nutrition. The chairmen of these committees are council members, but the committees may include representatives from other groups in the county. Each committee helps in planning the program
in the subject matter area assigned to it. The committee follows these steps:

1. It collects facts in the county relating to its area of work.
2. It analyzes these facts and identifies the problems in that area.
3. It formulates the objectives to be achieved.
4. It plans teaching experiences which will help in solving the problems and in the attainment of objectives.

The chairmen of the committees take the suggestions to the county council for consideration. On the basis of these suggestions the county home demonstration council builds the home economics extension program for the county.

1. It gathers facts about the county for building a county home economics program.
2. It analyzes these facts and locates the problems.
3. It determines the county objectives.
4. It considers all the suggestions presented by the subject matter committees.
5. It plans teaching experiences which help in solving problems of the county and in reaching the objectives set by it.
6. It carries out the plans by securing local leaders for doing the work.
7. It gathers reports of work done in the home economics extension in the county and helps in evaluating the results in terms of the objectives of the county home economics extension program.²

Although the program is locally planned and locally executed by the county extension agent, home economics, the county home demonstration council, and subject matter committees, close ties are maintained with home economics research and educational resources of the Ohio State University and the United States Department of Agriculture. Subject matter specialists in home economics extension help in the development of home economics program by supplying up-to-date subject matter information in their respective fields, in interpreting research information in terms of the needs and interests of the individual and families in a given situation, and by preparing bulletins and other teaching materials for the use of the county extension agents as well as local leaders.

County extension agents, home economics, and the county home demonstration councils have been carrying the major responsibility for the planning and execution of the home economics phase of the program. With the changing roles of the family members and the situation and trends in the population of Ohio, the extension agents are aware that they and many other committees and leaders will be planning and participating in new ways of reaching families with scientific information in family living. Home economics extension education includes all phases of living which affect the development of the individual and

²Ibid., pp. 4-6.
the family. The content of the program in home economics extension is determined by the homemakers themselves. Many problems in family living have to be tackled by the application of knowledge from more than one discipline. The families, the committees on program development, county home demonstration councils, and agents are guided by the state staff to use information of several disciplines in attacking problems. This program which meets the needs of the people should be evaluated constantly to see how successfully it is meeting those needs.

In view of the changes taking place in the families of Ohio, the extension specialists in home economics have projected their programs in each of their subject matter areas. Extension Director W. B. Wood holds the belief that this projected program, given in a publication *A Projected Program for Home Economics Extension* by the Ohio Cooperative Extension Service, will be valuable as background for extension agents, specialists, and supervisors as they and the people plan programs to meet the needs in the varied county situations.

Methods of Extension Teaching

As extension is one form of adult education which grows out of the needs and interests of the out-of-school people, it differs from the formal type of classroom teaching. In extension teaching no rigid pattern or curriculum is followed. Any group of extension learners will vary in age, educational experience, interests, needs, and levels of living. Extension can hold its audience only as long as it gives them what they have come to take. The effectiveness of the extension
education is influenced to a very great degree by the effectiveness of the methods used and the skill with which the extension agent can fit these methods and the content of the subject to the diversified interests and abilities of each group.3

The extension worker must exercise judgment in choosing the working tools which he thinks appropriate to accomplish the task at hand. He chooses that method or combination of methods which he thinks is likely to be more effective than others for achieving the desired goal. He has to face a very difficult problem in choosing the appropriate tools for his various teaching jobs. The extension teacher is trying to influence the behavior of large numbers of people in life situations which are continually changing on account of the economic and social developments. Moreover, the homemakers of the county vary much from each other. Besides the on-going extension program represents all stages of development from new lines of work just beginning to projects which need little further attention. In each case a different set of circumstances surrounds the teaching problem. This must be considered in choosing methods which are likely to be effective in bringing about the desired changes in the behavior of a particular group of people.

The extension service, through its history has developed certain educational tools which have proved effective in reaching and influencing people. These tools are called "Extension Methods." There are a number of extension methods which vary in their effectiveness.

3Brunner, op. cit., p. 112.
Wilson and Gallup, in an extension service circular, *Extension Teaching Methods*, have classified extension teaching methods in several different ways, such as according to use, and form. They suggest that regardless of the classification an extension worker should remember that in practice the teacher-learner situation generally involves the combination of two or more kinds of teaching methods. An example quoted by them is an office call in which oral communication dominates, but it may also involve the use of written or visual materials prepared for public distribution or to be used in meetings.  

Methods classified according to use are:

1. **Individual contacts.** These include farm and home visits, office calls, telephone calls, personal letters and interviews, result demonstration. These methods are often associated with a request for information on a specific farm and home problem.

2. **Group contacts.** This group includes method demonstration meetings, leader training meetings, lecture meetings, conferences and discussion meetings, meetings of result demonstration, tours, schools, and miscellaneous meetings. These methods involve contact with a substantial number of people assembled in an isolated group or in one of a series of related groups. This category of methods includes all kinds of meetings for all kinds of purposes.

3. **Mass contacts.** This category of methods is used to disseminate information to and influence large numbers of people. Bulletins,

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leaflets, news stories, circular letters, radio, television, exhibits, posters, etc., fall into this group.

4. **Indirect influence.** In addition to the teaching done by these three methods, the indirect spread of information resulting from specific activities and from the total teaching effort is very substantial. People learn from one another by talking, visiting, and observation. Here the people themselves do the teaching and learning. The use of local voluntary leader who is especially trained can greatly increase the total teaching accomplishment. Extension has a leadership role in encouraging more leaders to take this responsibility for indirect teaching.

All types of extension teaching methods explained above are being used by the extension workers in the home economics phase of the extension program, but the emphasis in the use of these methods has been shifting with changes in the composition of home economics extension learners and with their changing needs and interests. In the early history of the home economics extension in Ohio the extension staff, in order to secure advice and counsel of women in each section of their counties, began to invite project leaders to serve on advisory committees to help in planning and conducting the home economics extension work. The use of lay leaders as teachers of subject matter which came into the picture in about 1921 continues to be an important method of extending information in home economics. Soon news articles by the home agents based on the information letters from the state office began to be used as an extension teaching method for reaching the homemakers.
Some counties began to make use of monthly news letters in the twenties to keep the people informed of the progress of the work. In the year 1925-1926 the state home demonstration leader, as she was then called, expressed the opinion that the methods of teaching used should be such that an adequate number of homemakers could be reached. She believed that leadership in such cases could function along organization lines rather than subject matter lines.

By the year 1940-1941 weekly radio broadcasts for the Farm and Home Hour by state and county staff, rural women and special guests, began to be made use of. World War II brought about changes in the home economics extension program and in the methods of carrying out this work. During this period the Neighborhood Leader system was established in each of the eighty-eight counties of Ohio. There were fewer council meetings per year. Several meetings were scheduled for one evening at the same place so that all members of the family could ride together. More planning was done with council members by mail or telephone and many other such devices were used to save travel. After the war the use of circular letters, news stories, different types of meetings, demonstrations, bulletins, educational exhibits, radio, and local leaders increased. Special attention was given to the selection, training, and use of local leaders. Besides the above methods Farm and Home visits, office calls, achievement days, camps for women, and homemakers' chorus began to be used during the post-war period. In the year 1945 the state staff prepared an outline giving merits and demerits of sixteen different methods used in extension. Many home economics agents
began to use with more or less success the method of mass contacts for reaching the homemakers who could not attend extension meetings.

During the fifties there was a steady increase in the use of mass communications, as it was thought that these methods helped to fortify the teaching done through direct contact and to publicize the program. Television and radio programs in consumer food marketing were on the increase. During the last few years there has been less emphasis on the use of group meetings, as it was thought that by this extension teaching method only a limited number of Ohio homemakers were being reached. Many more women who did not attend meetings wanted answers to their questions and wanted to further their homemaking education. Because of the higher educational level the homemakers could learn through methods other than direct demonstration. It was realized by the home economics extension staff that improvement was needed in the methods of extension teaching, leader training, written words, mass media, and need of creating ways to reach people at the teachable moments and in helping individual families through farm and home development and other methods. Farm and home development is one of extension's most effective methods. In this method a farm and home plan is developed which, it is thought, will increase income and level of living by working with the family as a unit and integrating information around the farm and home.

The annual report for the year 1961 reveals that schools or series are becoming a popular way of teaching young couples. A combination of series meetings, lessons, radio series was conducted in three states
around Fort Wayne, Indiana radio station. Agents and nutrition specialists planned and carried out the breakfast series. Teachers, utility home economists, and home editors in newspapers and radio stations gave impetus to the importance of a good breakfast by doing this teaching simultaneously.

Leads for Leaders is a new series of self-administered teaching outlines which include subject matter and bibliography. These are planned on topics which are popular by request but are of a nature that they do not need professional attention. During 1961 a total number of 12,579 adult leaders were trained to teach home economics lessons which could be handled in this way. During the present time the home economics agent carries the major teaching load supported by specialist help. This has become essential because they have to help the more knowledgable homemakers in the present decade.

Development of Leadership in Home Economics Extension

Extension workers as teachers are striving to bring about desirable changes in people's behavior educationally, economically, and socially. They cannot work directly with all the people in program development. There are thousands of homemakers and families in a county or an area, but the professional leadership is limited. These extension workers in home economics have to reach the masses through carefully selected local leaders. The use of local women leaders has been an important method for carrying out the work of home economics extension since 1921. This method was not so important in the early period when
the work was done through women's clubs and later through the farm bureau. With the development of the county home councils women have had opportunity in greater number to consider needs and make their desires known. Without these women leaders who represent the different social, economic, and geographic segments of the population, the out-reach of home economics extension programs would be very limited.

Identifying the Lay Leaders in the Community

A lay or local leader in the Cooperative Extension Service is an identified person, chosen by some method to represent a group in one or more of the planning, organization, or subject matter activities of concern or interest to that group. He is the recognized means of human communication between the professional extension workers and the group as well as a guide for the accomplishment of the task or tasks of the group.

Finding and involving capable lay leaders is one of the most basic and important needs of extension education. Selection of leaders cannot be intelligently made without having in mind a clear picture of the leadership role which a prospective leader has to play. Selection is, therefore, a conscious process of attempting to match skills and abilities of the person with the job to be performed. Leaders in home economics extension may be needed both for teaching specific subject matter as well as for developing broad policies and for thinking about coordination and relationships between issues or events. It is the responsibility of extension workers in home economics to plan for
seeking out leaders, training them, and developing their abilities for determining and implementing home economics extension programs, and evaluating progress and results.

Besides the extension agents, local people, members of extension committees, and community organizations help in the identification of lay leaders. Local leaders are found from among the successful farmers and homemakers, proven leaders in community activities and key personnel from religious and social groups. Leadership abilities are exhibited in situations like result or method demonstrations, work on committees, and work in the community.

The major problem of an extension agent is to find out who is the natural leader in a group. It is better to accept the chosen leader of a group than to try to impose others by any pressure. After the leaders have been identified the next job for the extension workers is to obtain their interest and cooperation, to secure their participation, to stimulate them to act and to make them more effective. In order to do all this the extension agents have to make personal contact with these leaders. The extension worker then should challenge such prospective leaders by making a purposeful activity which should be important enough to stir the feelings of the leader.

Role of Local Leaders

Dwight Sanderson points out that "the position of leader is an essential mechanism of effective group organization." Groups are
dependent on leaders, without whom they are less effective. Leadership is associated with responsibility. The group will do almost anything for the leader who truly represents them and has earned their loyalty. Such a leader might be a poor speaker, might be uneducated, or might have little personal magnetism or other commonly accepted attributes of leaders and still be successful, as the group members have faith in him.

The functions of all leaders include a certain amount of planning, organization, and teaching, or selling of ideas. In extension many people are needed who can teach others the practices and skills called for by the extension program. Generally those who help in the planning of the program are good extension teachers. Other members of the group think that they can work for action and help the group most in other ways than by teaching. Thus each member can work toward the achievement of the objectives of the group according to his aptitude.

In the development and carrying out of the home economics phase of the Ohio extension program local leaders have worked in two capacities as subject matter teachers and committeemen. Early annual reports by state leader, home economics extension reveal that training of the local women leaders began to be emphasized as early as the year 1925-1926. All through the years counties have been encouraged to use project leaders to assist the home economics agent in carrying out projects. This method relieves the extension agent of the heavy load of work carried by her. It helps in reaching more homemakers and it also develops leadership in the county. The part that the local leader
plays in the project depends upon such factors as type of project, number of meetings planned, and the county situation. The leaders may be asked to assume the entire responsibility for the meeting, while in some cases she may be asked to assist the extension agent by taking one or two of the activities in the conduct of the meeting.

Home economics agents have always shown the awareness of the value and increased ability to use leaders in many ways in organizational activities. The increased interest in special activities such as craft workshops and women's camps has caused more homemakers to assume this type of responsibility. It is revealed by the annual reports of home economics extension work in Ohio that after the "ice is broken," the success of these leaders makes them feel more willing to assume subject matter teaching responsibility. Counties of Ohio make use of two main types of lay leadership, home demonstration councilors, and subject matter leaders.

Activities of women and agents as reported under women's camps, Christmas project meetings, state and county fair exhibits, and the like, have all contributed to leadership development among Ohio homemakers. Home demonstration clubs have given additional opportunity for leadership development. Extension agents are working more effectively with leaders due to the training which they receive in workshops conducted by specialists and assistant state leaders in home economics extension.
Training of Lay Leaders

After the project plan of work is developed, the extension agent and the specialist in whose area the project falls plan the responsibilities which they will ask the council members to take and also agree upon the responsibilities of project leaders. Plans are also made for giving the leaders the help and the understanding they need in carrying out their part of the plan. Increased use of subject matter leaders has necessitated re-writing many of the teaching materials for the use of the leaders, as leaders can handle less at a meeting than the extension agent can, and there are also limitations on what a leader can do well and most easily.

To perform their roles efficiently, lay leaders need training in subject matter as well as in organizational skills. The county agent, home economics in whose county such a training is needed requests state staff for help in conducting such a training in case she feels she herself is unable to conduct such a training efficiently. In case of subject matter training the subject matter specialist in home economics in that particular field helps in conducting the training meeting.

If a training meeting in organizational skills is needed, the district supervisor, home economics of the district in which a county is located helps with the training meeting. Sometimes a resource person may help in the training. At the training meeting, the specialist, extension agent, or other resource person points out and gives emphasis to basic information. The agent or the specialist, conducting
the meeting, and the leaders consider the lesson content to see how much can be covered at one local group meeting. The leaders enter in leader's guide the name and purpose of the lesson to be taught. Suggested demonstrations, discussion points, and summary points are listed. Specific suggestions are made as to what leaders might do as follow-up of the project after they hold this meeting, such as publicity, evaluation of teaching, and spread and use of information. Exhibits, television, radio, and newspapers are some of the other means of training leaders.

Development of Group and Organizational Skills

Leadership is not a responsibility of the chosen few. Each member of the group influences group decisions at some point. This means everyone in the group is a leader at some time and in certain situations. As the group takes up different tasks, leadership passes from person to person. Democratic groups need widespread leadership, and they can develop it. Some counties in Ohio have a rule that a councilor may not succeed herself, in order to provide for a continuous development of leadership in the organization. Through dividing leadership responsibilities the group can make sure it does not become a burden to the overworked few. This spreading of the leadership role results in getting increased participation and interest and more effective group action takes place.

Getting a man or woman to serve on a committee or council is an important first step in involvement, but more important is the skill
and ability of the extension workers in getting the person to participate in the functioning of the group and to accept individual responsibility. Home demonstration clubs, county home demonstration councils, Ohio Home Demonstration Council, and National Home Demonstration Council provide wonderful opportunity and training to homemakers of Ohio in group skills and in getting new leaders for carrying out the work of home economics extension. One of the objects of the Ohio Home Demonstration Council is to develop leadership in homemaking in their profession, their community, county, and state organizations. The council members, with the guidance and cooperation of the state staff, prepare handbooks, manuals, record books for the use of council members who find them of great help in working among group members and in spreading membership as well as leadership among the greatest number of homemakers. County home demonstration councils assume a major role in providing and developing leadership. One of the objectives of women's camps is to develop leadership among the lay women. The plan of rotating responsibilities followed at some camps is useful for achieving this objective. District training meetings also help in training lay women.
CHAPTER VII

IMPORTANCE OF HOME ECONOMICS EDUCATION IN COMMUNITY DEVELOPMENT PROGRAM OF INDIA

In the field of home economics extension work India is now where the United States of America was toward the end of the last century. The position regarding the status of domestic science instruction in the United States given in the introductory paragraph of Chapter III of this study is similar to the present position of home science teaching in India. It is not possible to over-emphasize the importance of general education of women and education in home economics for the development and success of the home economics extension work as part of the Community Development Program of India.

Growth of Women's Education in India

The education of women has made considerable progress during the present century, although it had to meet many problems like purdah system, child marriage, indifference of the parents to the education of their daughters, distrust in the western system of girls' education, financial pressure on the middle classes, shortage of women teachers in girls' schools. Upon the recommendation of the Indian Education Commission of 1882 state funds were spent more freely on the education
of girls in the period following the publication of the report. The number of private schools for girls also began to increase.¹

During the first half of the present century parents' attitude toward girls' education began to change, one of the most important factors being the increasing demand for educated wives. The state education departments took many steps to encourage girls' education. Separate schools for girls were established, transportation for girls attending schools was provided, and women teachers were recruited. The Hartog Report of 1939 recommended first priority to the claims of the education of girls:

The education of the girl is the education of the mother. The school-education of each additional girl counts more toward the future than the school-education of an additional boy. We are definitely of the opinion that in the interest of the advance of Indian education as a whole priority should now be given to the claims of girls in every scheme of expansion.²

The national movement launched by Mahatma Gandhi gave the greatest impetus to the cause of women's freedom and education. Thousands of Indian women fought for the cause of India's freedom by the side of men. The Sarda Act, which made child marriage illegal, enabled girls to attend school before marriage.

¹Foreign Education Digest, Vol. 24, No. 1 (July-September, 1959).

Education of Women in Free India

In the year 1947-1948, when India became free, the total enrollment of girls students in all educational institutions was over 3.5 million. This number has increased to over 13 million by 1960-1961. It has been realized that education is central to planned development. It is the first requisite for providing equal opportunities to all Indian citizens. Great emphasis is being put on women's education in the Five Year Plans. In 1951, when the first Five Year Plan started, only 7.9 per cent of the women in India were literate. By 1961, the end of the Second Plan, 13 per cent of the women were literate. Against this, 34 per cent of the men were literate, according to the census of 1961. One of the most important objectives of the Third Five Year Plan in the field of education, therefore, is to expand facilities for the education of girls. By the end of the Third Plan (1961-1966), 46 per cent of the girls in the age group 6-14 will be going to school. About half of 20.4 million additional children to be enrolled in schools during the period of the Third Plan are expected to be girls.

According to the Second Five Year Plan (1956-1961), a major obstacle in the way of promoting women's education was the dearth of women teachers. The provision of housing facilities for women teachers and creation of opportunities for part-time employment to attract educated married women into the teaching profession were some of the

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steps recommended for increasing the supply of women teachers. The need for increasing the proportion of women students in colleges and universities was recognized. This proportion increased from 13 per cent to 17 per cent during the Second Five Year Plan period. By 1965-1966 it is expected to go up to about 21 per cent.

The National Committee on Women's Education appointed by the Union Government in 1958 made various recommendations on the basis of which comprehensive programs have been drawn up including (1) introduction of universal education for girls aged 6-11, as for boys; (2) increase in the enrollment of girls aged 11-14 to at least half that of the boys; (3) increased enrollment of secondary and collegiate levels as much as possible; (4) an increased number of women teachers; and (5) the provision of special facilities for girls, such as scholarships, exemption from tuition fees, and provision of hostels.

The Third Five Year Plan suggests that the states should keep in view the recommendations of the National Committee on Women's Education while implementing the various provisions made for girls' education in their plans:

Special emphasis must be laid on creating suitable conditions for encouraging parents to send their daughters to schools, educating public opinion, increasing the number of women from rural areas who will take up the vocation of teaching and inducing

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women from urban areas to accept posts of teachers in rural schools.  

Education of Rural Women

Rural areas have not been getting an adequate share in the progress of women's education in India. Humayun Kabir emphasizes the need for special effort to advance education among rural women:

In recent years, there has been a great impetus to women's education throughout the country, but the rural areas are still largely unaffected by the movement. Since it is the rural areas where the greatest leeway has to be made up, there is a risk that accelerated progress in urban areas may further increase the existing gap between towns and villages. Continued illiteracy of a large section of the people not only slows down the rate of the country's progress, but also produces an unbalanced social structure.

According to Kabir, rural parents are reluctant to send their daughters to schools where the teachers, as well as a majority of the pupils, belong to the other sex. The cost of providing separate schools for girls would be prohibitive. In order to encourage village parents to send their girls to school, the proportion of women teachers in village schools should be increased and single-teacher schools should have women teachers. For the present this may not be possible in many cases, due to the shortage of women teachers in rural areas. The most practical solution under the existing circumstances, according to Kabir, is to have the wife of the school teacher serve as a school teacher.

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mother. Her presence in the school will create confidence in the minds of the parents and the girls. She can give training to the school children in needlework, laundry, and gardening. Mothers will be encouraged to visit the school. It may be possible to develop a women's club which could meet in the school. 9

Social Education

Adult education has received some attention of the people and government since the reforms of 1921. Until 1947 the main emphasis was put on adult literacy, which meant teaching of reading and writing to those who never had any schooling. With the attainment of independence and the introduction of adult franchise, adult education movement has the responsibility to help people understand the rights of citizenship and the importance of the vote. Since 1949 adult education has been called social education in India. The new concept of social education is embodied in a five-point program to provide (1) literacy, (2) knowledge of rules of health and hygiene, (3) training for the improvement of the adult's economic status, (4) a sense of citizenship with an adequate consciousness of rights and duties, and (5) healthy forms of recreation suited to the needs of the community and the individual.

The Third Five Year Plan points up the importance of the spread of social education in as short a period as possible for the success of planned development and the scheme of democratic decentralization.

9Ibid., pp. 90-92.
During the period of the first and second Five Year Plans literacy has increased from 17 to about 24 per cent, and the planners seem to be concerned about this slow rate of increase.\textsuperscript{10} The literacy rate in the rural areas would be considerably lower than 24 per cent.

\textit{Education in Home Economics}

\textbf{Importance of Training in Home Economics}

People interested in rural development cannot afford to ignore the style in which the farm woman performs her important jobs. She has no training for carrying out her responsibilities in the most efficient manner. She follows the traditional methods of her grandmother. There is no other source of information to help her in discharging all these duties capably and with the best results. She is not even aware of the fact that with training in home economics she can do all that in a better and more fruitful way. Now let us see how this over-burdened rural woman of India can be helped, guided and educated. By improving her method of work we will not be helping her only, but through her the family, the community, and ultimately the whole of the Indian society. It is a herculean task, but it can be done with adequate programs of home economics education, covering all categories of rural women, including the illiterate. We ought to be thankful to persons like Dewey and Richards, the pioneers of the home economics movement in the United States, who have done an immense service to the womenfolk and ultimately to humanity. Problems that an Indian rural

\textsuperscript{10} Third Five Year Plan, \textit{op. cit.}, p. 599.
woman is faced with are more severe than those foreseen by these innovators. Home economics education is needed for girls who plan to be homemakers, teachers, and professional workers in extension and other fields where training in home economics is required.

**Development of Thought on Education in Home Economics in India**

The importance of home economics teaching is being increasingly realized in India in recent years. The University Education Commission 1948-1949 recommended the introduction of home economics in the curricula of secondary schools and colleges:

> Our teaching in this subject (home economics) should reflect the needs and interests of the communities into which those trained in the subject would go. They should also be acquainted with the economic, social and educational needs of these communities.¹¹

In the chapter on women's education, the Commission emphasizes the importance of home economics education for nation-building:

> A mastery of home economics is useful both to the homemaker, and to the woman who, from choice or necessity is to practice a profession outside the home . . . Probably there would be no quicker way to raise the general standard of economy and efficiency in Indian life than to make women interested and competent in the efficient, economical and convenient planning and management of their homes . . . Thus good home management is more than a convenience for the housewife and her family, it is the foundation of the orderly state, and the teaching of good home management is the first lesson in good government, as Confucius said.¹²


¹² Ibid.
The Secondary Education Commission appointed by the Government of India, 1952, recommended the following:

For girls as well as boys education needs to be closely connected with home and the community ... For this reason it was urged that the teaching of home science in girls' schools (and wherever possible to girls attending boys' schools) should be radically improved, not necessarily with the idea that a woman's place is restricted to the home, but because it is essential that she should be educated to fulfill her two-fold duty to family and society.\(^{13}\)

In compliance with the recommendations of the plan, ten rural institutes for higher education have been established by the Government of India in ten different parts of the country. These institutions are offering home science as part of the three-year rural service diploma course.

**Objectives of Education in Home Economics**

In her study of home economics education program for India, Devadas writes of the objectives and purposes which the curriculum should serve:

For home economics, abundant living is the aim. Such an aim includes efficiency as a homemaker, citizen, consumer, health preserver, and promoter, participant in recreation of body and mind, and appreciator of art and beauty. Whatever they may do after school, whether they go to college or work, marry or remain single, practically all girls have an interest in the home. Therefore every woman in India should at some stage of her education have taken work in food, clothing, child care, health, human relations and

home management, in order to meet efficiently the needs of everyday living.14

The Seminar on Methods of Teaching Home Science, held under the auspices of the All-India Council for Secondary Education, Government of India in March-April, 1958, considered the objectives of the home science education:

The function of Home Science Education in the school and community is to provide opportunity for pupils to gain experience which will help them to meet day-to-day needs of home and family living (viz.) understanding the nutritional problems, spending money for food, skill in food preparation, how to buy and care for clothing, housekeeping skills, personality development, family relationships, family health, and rearing of children.15

The participants of the seminar defined some of the important objectives of home science education as:

Helping pupils to--

1. Get equipped with all skills necessary to manage a home.

2. Cultivate good relationships at home, school and society.

3. Develop a spirit of civic consciousness.

4. Develop and contribute toward improving the economic, social, moral, cultural and spiritual standards of their homes and communities.

5. Learn ways and means to supplement family income.

6. Plan for leisure hours and recreation.

14Rajammal P. Devadas, "Proposals for a Four Year Teacher Education Program in Home Economics for India" (unpublished Master's thesis, School of Home Economics, Ohio State University, 1949), p. 64.

7. Be efficient homemakers, dutiful mothers and purposeful citizens.

In their conclusion about the future of home science education, the participants of the seminar realized the importance of a rural bias:

In India, Home Science should also have the agricultural background. India lives in villages. Today Home Science Education has an urban background. If it is to contribute materially toward the welfare of the Nation, it is necessary that the numerous girls from the villages, who are now attracted to higher education, should be taught Home Science with an agricultural background, so that when they marry and retire to their farms they will be able to contribute toward the more efficient production and better management of their lands.16

Program of Education in Home Economics

Primary school. Primary schools in the Punjab correspond to the elementary schools of Ohio. In these primary schools there is provision for the teaching of needlework, knitting, and crocheting. The teachers are expected to bring home to the children the importance of personal cleanliness, cleanliness of the surroundings, good food habits, and fresh air and light. The girls also learn how to take care of their younger brothers and sisters and household articles. In single-teacher village schools with men teachers there is no provision for meeting the specific needs of girl students. In such schools provision should be made for the wife of the teacher to serve as school mother. Short courses for the training of school mothers should be introduced in

16 Ibid., p. 435.
rural secondary schools. Provision should be made for the inservice training in home economics of women primary school teachers during the summer vacation. The home science wings of the extension training centers should make provision for short courses for the inservice training of women village school teachers in different areas of home economics and in extension methods. Such courses can be conducted during summer vacation at the extension training center or in the buildings of the rural higher secondary schools. With this training village women teachers will be in a better position to educate village women for effective participation in the Community Development Program. The village teacher should be given special allowance for conducting classes in adult education for women. To insure that all new women primary school teachers are trained in home economics, the subject of home economics education should be introduced in the junior basic training schools and girls who plan to work as teachers in village schools should be required to study this subject.

Middle school. After the primary school the student spends three years in the middle school. All girls in these schools are taught home science, which includes sewing, cooking, and laundering. The subject of everyday science, which includes personal and environmental cleanliness, importance of food and fresh air, and care of the sick, is also taught in these schools. In all girls' as well as coeducational middle schools in the rural areas there should be at least one properly trained home science woman teacher. This will help to increase the enrollment of girls in these schools. Adult education
classes for rural women should be organized in the school. The home economics teacher should be paid a special allowance for running these classes.

Secondary school. After the middle school examination students attend a high school for two years. High schools are now being converted into higher secondary schools which provide instruction for three years after the middle school examination. The curriculum in the higher secondary school is more broad-based than in the high school. The additional year in school helps to provide a better standard of education. Secondary school education is a terminal point for a large proportion of students who enter life at the end of the higher secondary school. Home science, as it is called in India, is one of the seven optional groups in the curriculum of the higher secondary schools. For lack of properly trained teachers and adequately equipped laboratories, very few higher secondary schools have provision for the home science group. Girls electing the home science group take the following courses:


Equal weight is given to class work and laboratory work in each of these courses.

The rural higher secondary school has a very important role in the rural community. Besides a terminal and pre-university program for
regular students, the rural higher secondary school should make provision for adult education and serve as a community center. The services of the senior students should be used for the conduct of adult education classes under the supervision of the school teachers. School buildings and facilities can also be used during the summer vacation for holding camps for the training of lay leaders.

Universities and Colleges

The teaching of home economics at the college level in India received no attention before 1930. The recommendations of the Women's Education Conference in 1930 resulted in the establishment of Lady Irwin College at New Delhi in 1932 for the provision of education for home and family living beyond the high school level. During the fifties most of the universities in India have introduced the teaching of home economics at the undergraduate level. The first home science college was established by the Punjab government in 1961. Before this, home science was being offered in some of the arts and science colleges as one of the optional subjects in the first two years of college. The undergraduate program in home economics in the colleges and universities of India comprises the teaching of food and nutrition, natural sciences, clothing and textiles, child development, family relations, sociology, and home management. Students who enter college after completion of the higher secondary school spend three years in college, while those who enter after high school spend four years in college.
The Home Science Association of India was formed in 1952 to help in the coordination of home science programs, setting standards, and improving the status of home science in India. This association has partly helped in securing the services of home economists from the United States for strengthening the home economics program.

Adult Education in Homemaking

Humayun Kabir mentions two conditions which are necessary for the success of social education among women. In the first place, adult education classes should meet when most of the village women are free. In the second place, the subject matter should be such that it helps to improve family income. This would be possible if the curriculum is based on the learning of some useful work like poultry keeping and care of the milch cattle. Training in better management of resources also helps the limited family income go a longer way in meeting the family needs.

Proposals for a Curriculum for Adult Education in Homemaking

The adult classes should provide training in the following areas:

Improved methods of cooking food. The existing methods of cooking in village homes involve loss of nutritional value of food. The rural homemaker is not to be blamed for that, as no one has ever brought to her attention the nutritional value of different foods. She needs training in the selection of foods, and improved methods of preparing
meals. This training will help in improving the health and happiness of all members of the family.

Selection, quantity, construction, storage and repair of old clothes. The rural woman is influenced very much in the choice of clothes by the views of her neighbors. She needs training in selection, tailoring, storage of clothes, and repair and use of old clothes. Some of the farm families have sewing machines, but they are not used adequately for sewing as the village woman lacks training in sewing. These sewing machines are owned more for satisfying a love of property and providing a symbol of social status, than for use. Once these women learn the skill of tailoring, they can save a lot of money which is paid to the tailors. They need to be convinced that they should not purchase more clothes than their current requirements, as the design of clothes changes very frequently. This superfluous quantity of clothes also creates a problem of storage in a country like India, where there are many kinds of moths and insects which destroy clothes inside as well as outside the boxes.

Growing fruits and vegetables for home use. Fruits and vegetables are not available in the villages. Only occasionally some fruit and vegetable hawkers come to sell these from nearby towns. The quality of these is generally poor and the price too high. It is a great exploitation of the meager resources of the villagers. She should be taught to maintain a small kitchen garden where she can grow vegetables and fruits for her family. Training in preservation of vegetables and fruits is badly needed by her, as when there is season for them they
grow in abundance and are very cheap. In some seasons there is scarcity of fruits and vegetables. This training will enable her to use the preserved vegetables and fruits in the time of scarcity.

Child care, care of the aged, and home care of the sick. The village woman does not know enough about the food requirements, growth and illnesses of the children. In bringing up her children, she follows the same old methods used by her grandmother. She believes that if she is a mother she knows how to bring up her child. She thinks there is no need of any special skill for that. This results in high infant mortality. Only the stronger children or those who have skillful mothers survive.

Management of resources. This is an important area in which sound guidance and training is needed. The incomes of the village families are low and seasonal. These people do not get the reward of their labor, like city-dwellers, weekly or monthly. Their income is irregular and varies with the nature of the crops they have during the year. This income is uncertain, as the crop yield depends on the forces of nature, like rain, storm, drought, and floods. She is always short of money, time, energy, and skill, but there are many jobs to be done at home, in the fields, and in the community. She needs to be taught the management of her limited resources.

It may not be possible to introduce training in all the areas all at once. The teaching of home economics should start first in the areas of food, and health and sanitation. The choice of courses will be determined by the local needs of the village people.
CHAPTER VIII

IN V O L V EM EN T OF PUNJAB R U R A L W O M E N IN C O M M U N IT Y D E V E L O P M E N T W O R K

The progress of the Community Development Program in India during the last ten years has shown that the success of the program depends upon changing the outlook of the village people and raising their standard of life. Unless the people realize that there is a better way of life which they can have with their own efforts, no permanent improvement in the village life will be possible. According to Guide to Community Development, the program of development must start from below with the family as the basic unit for realistic village planning:

We see, therefore, that the family is and must be involved in all plans, be they for better food, or more food, cooked in a better way; or more clothes or better ones; or better houses, more airy and spacious; or better villages with safe drinking water; and with cleaner surroundings provided through dustless, smooth-surfaced roads, drainage, and other hygienic measures; better credit facilities; diversified education; community sports, and entertainment.¹

Place of Women in the Rural Society

Woman occupies the central position not only in the farm family but also on the farm. The worker in the city can manage without a

housewife, but the cultivator in the village cannot run a farm without
the help of his wife. The farm woman prepares the food and carries it
to the field where the farmer is at work, rears the children, keeps the
house, washes the family clothes, feeds and milks the milch cattle,
picks the cotton, and takes care of the agricultural produce when it is
stored in the house.

Evolution of Women's Program

When the Community Development Program was first started in the
year 1952, women's program did not receive any attention. According
to Mayer and associates, the pilot projects had to do without any
women workers, as it was very difficult to find them, due to the
peculiar social situation in rural India:

The need for working with women in the pilot project
area is indeed great, but has proved by far the most
difficult to satisfy . . . Where women's alertness and
cooperation are particularly important is in nutrition,
in sanitary work, and in public health . . . Women, of
course, control our only effective channel for matters
affecting young children.  

Gradually it began to be realized that the neglect of women in
the community development work was affecting the progress of the total
program, as the farm women have an important say in farm management
decisions affecting crop planning and use of improved seeds and fer-
tilizers and the number of milch cattle to be maintained. Improvement
in the standard of living has to start from the home, and it is the

2 Albert Mayer and associates, Pilot Projects in India (University
woman who sets the standard of the home. A program for improvement of
health and sanitation, for improved diet, or better care of cattle, a
vaccination drive, a campaign against flies, would not succeed unless
the cooperation of the woman as the mistress of the house is secured.

The Team for the Study of Community Projects and National Extension Service consider the desirability of strengthening of women's program in Section 7 of the report. They observe that the Second
Five Year Plan had pointed out the need for close coordination between
national extension and community projects and social welfare extension
projects. Further efforts were necessary for complete coordination
between the Central Social Welfare Board and the Community Development
Ministry. The study team also emphasized the need for greater coor-
dination between the central ministries and the states. This was neces-
sary as the work of developing in rural women "progressive outlook for
intelligently participating in the nation-building activities" was
interrelated to the functions of the state department and central
ministries dealing with health, village industries, education, poultry-
keeping, and animal husbandry. The team recommended that a single
authority in each state be in charge of the administration, planning,
and supervision of women's programs.

They noted that whatever little work had been done had been
confined to semi-urban areas and larger villages, and even there it had
taken little account of women and children belonging to the poorer
section of the community. There was a need for redefining the objec-
tives of the program and evolving suitable machinery for attaining
those objectives. The primary concern of the program should be to find ways in which the rural women might be assisted to increase their income and improve the condition of the children. The team were of the opinion that rural women should be given training in items like care of milch cattle, kitchen garden, and poultry-keeping, which would add to the income of the rural family and increase the nation's supply of milk and eggs. This would help to give the people a nutritious and balanced diet. While the rural women should know how to mend the family clothes, tailoring, knitting, and embroidery, according to the report, were of economic value only if the goods made could easily be sold in a nearby town market.3

The Report of the United Nations' Community Development Evaluation Mission in India recommended that each state should have a women's welfare department which would be in direct relation with other departments which have an interest in women's programs such as community development, health, education, and agriculture. This department would also give skilled and professional supervision to all women workers in the villages and adopt plans for the training of gram sevikas and mukhya sevikas in the training centers. The United Nations Mission endorsed the recommendation of the study team that greater emphasis should be put on those items of women's programs which help to increase the family income. They feel that the main reason for non-attendance

in the primary schools is the very real necessity for the children to earn a little money to supplement the family earnings. If the women can increase the family income, the children are more likely to be released to attend school. They recommend a series of intensive depth studies, not extensive sampling, of the cash requirements of some of the middle and low-income families in areas where compulsory education is already planned. Such studies would be important contributions to the effectiveness of women's programs in the villages. Women doctors, women nurses, health visitors, and mid-wives who see the most realistic side of women's lives, can make an important contribution in the planning of women's programs. The mission found that the gram sevikas and their instructors could rarely explain and enumerate any of the real problems in family living.

Family and household programmes designed to improve village conditions should, therefore, first be based on the economic conditions of the family, and on finding ways and means to improve the daily and seasonal diet. Secondly, they should be related to the actual patterns of family living and family relationships. Thirdly, they should contemplate improvements in housing structure and the use of house space for the different domestic purposes.4

**Objectives of the Program**

The main objective of the program is to help the rural woman understand and play her role in the family and the community effectively.

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Woman and the Family

In the rural joint-family it is the wife of the head of the family who makes all the important decisions about education, health, food, and religious practices. The young mother depends upon the knowledge and experience of the mother-in-law. The woman extension worker has to win the confidence of the mother-in-law before teaching the young mother something about child care and family relationships.

Woman and the Community

The Community Development Program should help women to understand and play her role as a citizen. She should be given opportunity for service and sharing tasks and responsibilities with other members of the community in accordance with her interest and ability. As members and office-bearers of panchayats and women's clubs, they get an opportunity to work for the betterment of the village life.

Content of the Program

Some of the requirements for higher level of living of the village people toward which the Community Development Program is working are increased agricultural production, increased employment opportunities, better marketing facilities and improved home management and budgeting, better education for all, better health and sanitation, and recreational and cultural programs, and women have an important part to play in all these areas.
Increasing Agricultural Production

One of the principal aims of the Third Five Year Plan is to achieve self-sufficiency in food-grains and increased agricultural production to meet the requirements of industry. According to the Plan:

The growth of agricultural production is of such critical importance that, in the immediate context of the Third Plan, the principal test to be met by the Community Development movement must be its practical effectiveness as an agricultural extension agency. It is, therefore, essential for the Community Development Organization to take all steps necessary to strengthen itself in this respect and to accept the responsibility for achieving the targets of agricultural production on the basis of the largest possible local effort.5

The farmer very often consults his wife at the time of crop planning, as she is interested in the amount of cotton she can pick, the area under fodder crops for the milk cattle and area under grain and sugar cane for family use. She can impress upon him the importance of growing vegetables which will add variety and nourishment to the family diet. She may have an important influence in his decisions for the use of better varieties of seed and improved methods of cultivation. She has to be convinced of the value of farm-yard manure for better yields; otherwise she will continue to use the dung of the cattle as fuel. By helping in crop planning of the family farm and through the woman members of the panchayats, the village woman can have an important say in the making of the village production plan.

5 Third Plan, op. cit., p. 336.
Increasing Employment Opportunities

Underemployment is a greater evil than unemployment in the villages. Womenfolk can reduce underemployment by working in subsidiary cottage industries in their spare time. They need training in poultry-keeping, and feeding and care of the milch cattle. They can maintain milch cattle and poultry and sell milk and eggs at their own doors to persons who go around the village every day to collect them. The village level worker should try to remove the prejudice against selling milk. In this way there will be greater social interaction between the village and the town, as the persons who come to collect milk and eggs will bring new ideas from the towns. By contributing to the family income the women can improve their own status in the family and that of the family in the society. This will help in the social and economic development of the rural society.

Different cottage industries like spinning, weaving, and basket making, depending upon the availability of raw materials, climate, and market, should be encouraged in different parts of the country. The village cooperative can supply the raw material and market the finished products.

Better Use of Resources

At present most of the village women purchase the family require-ments of sugar, kerosene oil, salt, tea, match boxes, cloth, vegetables, in exchange for grain and cotton. The village shopkeeper and street hawkers encourage this barter system, the terms of which are always to their advantage. The woman can make a better use of the limited family
resources by making cash purchases. For better prices for agricultural produce and better money management women have an important part in the establishment and running of village cooperative which can supply credit to the cultivator, market his produce and supply farm and household requirements. The farm family has to be encouraged to sell its surplus produce through the village cooperative. It is very important to encourage this habit of saving among the rural women. They can have savings account with the cooperative society. This will give social and economic security to the family, as these savings can be used to meet emergencies like illness in the family or failure of crops due to drought. There is a great wastage of the meager resources of the village families on social customs connected with birth, death, and marriage. The villager very often gets into debt on these occasions as he spends more than his means in order to maintain his social status. This wastage will continue until the women are convinced of the merits of simple ceremonies.

Rural women are responsible for a great wastage of food in the village. The village priest collects food from all the farm families twice a day. In old days this food was used by travellers who stopped at the village temple for the night. Now, with better means of transport, there are seldom such guests. The priest's family cannot eat all this food, and what remains is used as feed for his milch cattle or is dried and sold as cattle feed. Stray dogs in the village are fed by the women just like pets. The gram sevika should use the women leadership in the village to bring home to the village housewife the need
for saving this food which, besides increasing the family income, will help to solve the national problem of food shortage.

Better Education

The woman has a greater voice than men in sending children to school. She can convince her husband that it is better to send the child to school although the farmer may need a helping hand on the farm. Education of the children is a very good investment. To increase the number as well as the quality of the leaders, it is necessary to increase the percentage of literacy amongst women, which is very low. The woman has more time for attending the adult literacy class. Perhaps she needs education more than the man so that she may be able to keep accounts and manage the family resources in a better way. Superstition has a greater hold over women than men. The caste system is stronger in the village than in the town. Women have greater caste prejudices than men. Education and the influence of the right type of women leadership in the village can help to remove these superstitions and caste prejudices.

Better Health

If women are convinced of the importance of nourishing food, pure drinking water, cleanliness, ventilation, sanitation, a better health for the family is assured. The gram sevika with her training in home economics should explain to the women the nutritional value of different foods, and should demonstrate ways of cooking that preserve
the nutritional value of foods. Improvement of personal and environmental hygiene in the rural areas can also be achieved through women.

**Extension Work with Rural Women**

**Shortage of Women Extension Workers**

There is only one mukhya sevika and two gram sevikas in a block covering about 100 villages. The Study Team of the Committee on Plan Projects recommended that the number of the gram sevak should be raised from ten to twenty per block. There should be an equal number of gram sevikas in each block. This increase in the number of gram sevikas to twenty per block is necessary for mobilizing the village women in the program of development. However, this recommendation has not been implemented, as it has not been possible to find an adequate number of educated women with rural backgrounds willing to work as gram sevikas. In this situation it is not possible for a gram sevika to work with every individual family in her area of operation, which extends over fifty villages. This makes it necessary to organize mahila mandals (women's organizations), and to identify and use lay leaders for the involvement of rural women in the Community Development Program. The village women must be taught to throw off their isolation and retirement and enlist in the program of village improvement. Not until the women assume greater and more positive village leadership and work together in organized groups can the Community Development Program achieve its objective of raising family and village
levels of living and bringing about cultural growth through cultural change.

**Mahila Mandal (Women's Organizations)**

For the greater involvement of women in the Community Development Program it is necessary to organize *mahila mandals* and to identify and use women lay leaders. The initiative in the organization of women's clubs in Ohio has mostly been taken by the women themselves. In the Punjab, however, *mahila mandals* have been organized by the extension staff. The need for greater emphasis on activities in which the people themselves take the initiative was pointed up by the Fourth Evaluation Report, which says that a *bhajan mandali*, or a dramatic club, is to be preferred to an entertainment party organised by the extension staff.6 Many *mahila mandals* are reported to have grown out of these *bhajan mandalis*. Community development work among the womenfolk can be carried out through the agency of *mahila mandals*. Most of the homemaking problems of the womenfolk are common and suited for group approach. Problems of village sanitation and health can be tackled through group action only. The shortage of women extension workers can be partly met by the use of lay leaders.

The published figures about the number and membership of *mahila mandals* are quite impressive. According to the Overseas Hindustan Times of March 29, 1962, there are at present in India 58,000 *mahila mandals*.

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mandals with a membership of one million. In the year 1960-1961 sixteen thousand mahila mandals were organized, as against 13,000 during the previous year. According to the report of the Ministry of Community Development and Cooperation for the year 1960-1961, special attention was given to the promotion of local leadership who would carry on the welfare work through mahila mandals. During the first nine months of 1960, over one lakh women received training in 4,658 training camps.

One of the aims of the women's program was to motivate rural women to improve the economic condition of the family by undertaking subsidiary occupations like tailoring, doll making, kitchen gardens, and poultry-keeping.7

Women extension workers have organized some balwadis, which are a combination of creches and pre-basic schools. Infants of working mothers are taken care of and pre-school children are educated through play. These balwadis are looked after by some elderly women. At the end of the year 1960-1961 there were 9,358 balwadis attended by 201,242 children.8

Development Commissioners' Conference, held at Hyderabad in July, 1961, recommended that youth associations and mahila mandals should become an integral part of the social education program, as these associations had a vital role to play in panchayat raj and


8Ibid.
community development movements. Training should be provided to workers in these fields. 9

According to the current evaluation study of eighteen selected blocks reported in the Seventh Evaluation Report, a block has on the average eleven women's organizations. There were only 8.4 women's organizations per 100 villages. In one block all women's organizations were inactive; in seven others 14 per cent to 70 per cent were defunct. Nearly 60 per cent of the social education institutions—community centers, women's organizations, and youth clubs—organized up to December, 1959 had become either inactive or defunct. 10

Organizational Set-up for Women's Association

In Ohio there are home demonstration councils at local community, county, and state levels for carrying out the home economics phase of the extension work. Through these councils home economics extension has been reaching Ohio families and helping them in their efforts to improve their home and family living. These home economics extension councils have helped to broaden the content of the program and made it possible to reach a large number of families. In order to strengthen women's associations in the Punjab, an organizational set-up similar to the one in Ohio should be developed.


The woman member of the village panchayat should get the help of the village school teacher and the gram sevika for creating a desire for organizing a mahila mandal in the village. The woman panch should be an active member of the village mahila mandal but it would be desirable to have the group elect another woman as the chairman of the mahila mandal. At the block level there should be a women's association composed of the women members of panchayat samiti, representatives of village mahila mandals, and the mukhya sevika as a non-voting member. Planning, developing and executing programs for women and children will be a responsibility of this association. The specific functions of this organization would be:

1. To advise the panchayat samiti in matters pertaining to women's and children's programs in the block.

2. To help develop and conduct an educational program in home science in the block.

3. To develop women leadership.

4. To help coordinate women's program with other phases of the Community Development Program.

Women members of the panchayat samiti will carry the proposals of the association to the panchayat samiti. A similar organization with similar functions should be created at the district level. The United Nations Mission recommended that every state should have a strong women's welfare department which can push ahead with women's programs,
especially in the villages. The women's organizations at the state level should be composed of women members of the Punjab Legislature, one woman officer from each of the welfare departments like health, education, and representatives of the women's associations at the district level.
CHAPTER IX

TRAINING OF GRAM SEVIKAS AND MUKHYA SEVIKAS IN INDIA

Functions of Gram Sevikas

The gram sevika, the home science extension agent, works with the village women helping them solve their problems in homemaking. She is expected to work as a community organizer and implement women's and children's programs in the villages. As there are only two gram sevikas for every 100 villages, it is not possible for them to make individual contacts with every family in every village. As an extension agent the gram sevika tries to make people aware of their needs and help them see that they can organize themselves to solve their problems. She is expected to conduct adult literacy classes and craft lessons for the village women. She provides the link between the subject matter specialists at the block headquarters and the people in the village. The gram sevika is a multi-purpose functionary. According to her job chart, her duties fall in the following ten areas:

I. Mother and Child Care
   1. Educating mothers regarding diet and personal health particularly during pregnancy and nursing.
   2. Planning diets for infants.
   3. Imparting knowledge regarding common ailments of children. Their prevention and cure.
   4. (a) educating women on the need of family planning.
(b) arranging talks on the subject.
(c) giving information about family planning clinics.

5. Organization and promotion of balwadis.

II. Home Management

1. Educating the village women in keeping their homes clean, healthy and comfortable within the available resources.

2. Indigenous methods of beautifying the homes.

3. Introduction—
   (a) smokeless choolas
   (b) labour saving devices, e.g., use of cookers, ball-bearing chakkis, etc.

4. Habits of thrift.

III. Food and Nutrition

1. Studying local food habits.

2. Helping the village women in the planning and preparation of balanced diets within their means and with the foodstuffs locally available.

3. Popularising non-cereals mixed diets and local fruits.

4. Encouraging improved methods of food preparation at all stages.

5. Introducing improved methods of—
   (a) storing foods
   (b) food preservation
   (c) disposal of kitchen waste.

IV. Health and Sanitation

1. Promotion of personal hygiene.

2. Environmental hygiene with particular reference to—
   (a) water supply
   (b) bathing, washing places
   (c) disposal of human waste.


4. Control of communicable diseases—causation, spread, prevention, control and cure.

5. Disseminating information regarding health organisation and services in the Block.
6. Providing—
   (a) home nursing
   (b) first aid
   (c) knowledge of—
       (i) home remedies
       (ii) diets for the invalids.

V. Clothing
1. Educating the women in the making, mending, washing and care of clothes.

VI. Domestic Crafts
1. Developing skills to make useful household articles using local materials through the teaching of crafts such as spinning, weaving, basket-making, soap-making, mat-making, toys, etc.
2. Associating in the promotion of industrial cooperatives and enrollment of membership among women; and
3. Helping to create an atmosphere for sale of products.

VII. Agriculture and Animal Husbandry
Agriculture
1. Promotion of the use of compost pits.
2. Educating the rural women in improved methods for local crops—manuring, sowing, irrigation, transplanting, promotion of Japanese methods of paddy cultivation.
3. (a) encouraging kitchen-gardening throughout the year;
   (b) growing of seasonal flowers; and
   (c) planting of common fruit trees.
4. Demonstrating collection and preservation of seeds and storage of foodgrains.

Animal Husbandry
Educating rural women in—
1. improving cattle sheds and keeping them clean;
2. preservation of fodder;
3. care of cattle including proper feeding;
4. clean milking practices.
5. preparation of milk products and preservation of milk and milk products.

Poultry

1. Helping in the propagation of modern methods of hatching, rearing, feeding and housing of improved poultry.

2. Disseminating of elementary knowledge of common contagious diseases and preventive measures against them.

3. Introduction of improved cockerels.

4. Helping in the demonstration of improved methods of preservation and storage of eggs.

5. Helping in the promotion of bee-keeping, sericulture and fishery etc., wherever possible.

VIII. Panchayats and Cooperation

1. Spreading awareness of--
   (a) the importance of panchayats in village life;
   (b) the role of women under the Panchayati Raj.

2. Creating consciousness among women about--
   (a) the significance of cooperation in rural life;
   (b) promotion of cooperative membership among women.

IX. Women and Children's Activities

1. To cater to the special needs of women and children.

2. To promote the welfare of women and children through their participation in community development.

3. Recreational and cultural programmes for women and children.

X. Other Community Activities

To organise the community to develop self-help and other activities of common good.\(^1\)

As there are only two *gram sevikas* for every 100 villages, the *gram sevi*ka is unable to attend to all the duties listed in the job chart. She can only choose a few important activities in which women need help.

**Selection of Gram Sevikas**

The Mehta Study Team considered the question of the recruitment and training of *gram sevikas*. They noted that even the prescribed minimum educational qualification of middle school examination had been relaxed so often that many of the *gram sevikas* were "barely literate." They recommended that the high school examination should be the minimum qualification for the position of a *gram sevi*ka. Special stipends should be given to girls during the last two years of high school to attract them to the profession. Higher scales of pay may be offered to matriculate women teachers with a rural background to encourage them to accept appointment as *gram sevikas*.

The *Gram Sevi*ka's work is of a responsible nature and her course of training needs a reasonably high academic qualification if she is to benefit from it . . . The rural background is very much more important in the case of Gram Sevikas, as the gulf between the town-educated girl is very much wider than the similar gulf between the town and village boys.2

For the recruitment of *gram sevikas* preference is given to girls from rural areas. High school examination is the minimum academic qualification required. The candidate should have aptitude for social

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work in the rural areas and be between the ages of 18 and 35. These qualifications are relaxable for candidates coming from backward areas.

Training of Gram Sevikas

**Gram sevikas** receive training in home science wings of the extension training centers for the **gram sevikas**. There were forty-one home science wings attached to extension training centers in December, 1960, with a total annual capacity of 1,640. By the end of December, 1960, a total number of 2,978 **gram sevikas** had completed their training in these centers.\(^3\) The training extends over a period of one year. The syllabus for the training of **gram sevikas** covers the areas of (1) extension principles and techniques, (2) mother and child care, (3) home management, (4) food nutrition, (5) health and sanitation, (6) clothing, (7) domestic and commercial crafts, (8) agriculture and animal husbandry, (9) panchayats and cooperation, (10) women and children activities, and (11) community activities.\(^4\)

Thirteen refresher training centers were started at selected training centers during the Second Five Year Plan for the inservice training of village level workers who have been in the field for three to five years. During the Third Five Year Plan provision has been made for refresher training of **gram sevikas** at selected home science wings. It is proposed to organize 110 such courses. In order to give an


opportunity to *gram sevika* trainees to study and have practical experience with the work of rural youth clubs ten pilot youth clubs are being organized in the villages located around the training centers.⁵

**Functions and Responsibilities of Mukhya Sevika**

For every block there is one *mukhya sevika* to guide and supervise the work of *gram sevikas*. She helps them in overcoming their difficulties while working in the rural areas. She has the responsibility of starting new activities in the block and mobilizing women to take part in community work. She communicates the needs of rural women to the staff at the block headquarters and explains to the womenfolk what help can be given by the block staff. The *mukhya sevika* must learn all the functions of a good *gram sevika* in order to be able to supervise and demonstrate new practices to the *gram sevikas*. She has to plan the program of activities of *balwadis, mahila mandals*, home visits, etc. Organizing group games, conducting the craft class, and promoting social education are all parts of her activities. Her functions as supervisor is both administrative and technical. She should have an adequate understanding of maintenance of accounts and records in order to be able to help and guide the *gram sevikas* in this work. Her position with respect to the *gram sevika* should be that of an elderly friend to whom they turn voluntarily for advice and guidance.⁶


Selection of Mukhya Sevika

The Mehta Study Team recommended that candidates for the position of social education organizers should possess a university degree. Experience in practical social work should be considered an additional qualification. Rural background must be stressed. In view of the importance of aptitude of the worker for social service, academic qualifications may be relaxed for candidates possessing practical experience of not less than five years of full time activity in adult education or social work. According to a study of eighteen blocks reported in the Sixth Evaluation Report, 63 per cent of the female social education officers were graduates; the remaining were all matriculates.

Training of Mukhya Sevika

Up to March, 1959, both men and women social education officers were given common training in social education. The period of training extended over five months. A total number of 1,447 mukhya sevikas was trained during this period. The training program was reorganized in March, 1959. The Women's Advisory Board in the Ministry recommended separate training for women social education officers for a period of ten-and-a-half months. As a result, mukhya sevika training centers

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7 Team for the Study of Community Projects and National Extension Service, op. cit., p. 67.

were attached with ten educational institutions in different parts of the country. The syllabus for the training of social education organizers includes counsel in (1) rural communities, (2) dynamics of human behavior, (3) methods of working with people, (4) the panchayat, the school, and the cooperative as three basic institutions, (5) leadership training, (6) youth welfare, (7) social education—the new concept, (8) methods and materials on social education, (9) program of social education, and (10) administration and coordination. The syllabus for the training of *mukhya sevikas* includes, in addition to these subjects, training in the organization of the program of *mukhya sevikas*; health and sanitation; home management; agriculture and animal husbandry programs as related to women; arts and crafts; education of children, girls, and women; introduction of social welfare programs for children, girls, and women. Emphasis in training is given to field work.  

**Suggestions for the Improvement of Training Program**

A comparison of the programs for the training of women extension workers in Ohio and the Punjab indicates that while the universities and land-grant colleges are responsible for the preservice training of extension workers in Ohio, the university and colleges in the Punjab have not so far been involved in the training of extension workers. The staff requirements for the Community Development Program have been growing rapidly and special training centers had to be set up for the

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training of staff. There is little provision for orientation and inservice training of extension staff in the Punjab, as the training centers are fully occupied with the task of preservice training.

Ensminger recommends that after 1963 the central and state governments should have the responsibility for orientation and inservice training, while the responsibility for the preservice training should be taken over by the universities and educational institutions. The training centers which are surplus to the requirements for orientation and inservice training should be transferred to the universities.10

The allotment of the training centers for social education organizers to established educational institutions since 1959 has helped to maintain high standards of training. As there is provision for the teaching of home economics in a small number of higher secondary schools in the Punjab, it will be some time before the established schools can make arrangement for the preservice training of gram sevikas. The greatest handicap in the field of programs for women in the Community Development work is the non-availability of an adequate number of women with a rural background who have the required education to get the minimum benefit of the training programs for the extension workers. Only an intensive program of girls' education in the rural areas can help to improve the situation.

CHAPTER X

PANCHAYAT RAJ AND INVOLVEMENT OF WOMEN

A review of the reports on the Community Development Program of India indicates that the chief weakness of the program has been its inability to evoke popular initiative. The evaluation reports of the Program Evaluation Organization, the Mehta Report, and the reports of the foreign experts are all agreed on this. The creation of the advisory committees at the block and district levels did not succeed in securing the participation of people in program development. The non-official members did not play their proper role, with the result that the government officials had the responsibility and leadership in program planning and development. To remedy this situation, the recommendations of the Mehta Committee for the introduction of the panchayat raj were accepted by the National Development Council in 1958.

Panchayat Raj

The panchayat raj was introduced in the Punjab on October 2, 1961. There are at present 13,439 panchayats covering 22,063 villages. Villages with a population of less than 500 each have been grouped together to constitute a sabha area to elect a common panchayat. A panchayat has five to nine members elected by the adult population of the village. There is provision for reservation of seats for women.
At the elections held in 1960 the number of women panches elected was 384. About 13,000 more women panches were co-opted to insure the presence of at least one woman panch in every panchayat. The Punjab state has been demarcated into 228 blocks. Each block has a panchayat samiti composed of sixteen primary members elected by the members of the gram panchayats from among themselves, two representatives of the cooperative societies and one member of market committees in the block. Two women and four members of scheduled castes are co-opted if not elected otherwise. The panchayat samiti is responsible for the formulation and execution of the Community Development Program for the block. Zila parishad consists of chairmen of all panchayat Samitis and two members elected by the members of each Samiti in the district. Two women and five members of scheduled castes are co-opted if not elected otherwise. The zila parishad consolidates and coordinates the plans prepared by the panchayat samitis in the district.1

Planning and Development of Women's Program

Woman members of the village panchayat and village women have a very important role in program planning and development at the village level. As a first step the woman panch, the gram sevika, and the woman school teacher should make a survey of the resources and the requirements of the farm and non-farm families in the village. Information about the composition of the village families, the ages of children, attendance in school, occupations of the family members, the

1Kurukshetra, Vol. X, No. 9 (October 2, 1961), pp. 82-84.
composition of their diet and their requirements will be collected. The farm operator and his wife will be helped to make an annual plan for the farm and homekeeping in view of the resources of the family and the farm. The crop plan will be based on the food requirement of the family and the need for higher income. This plan would be prepared in cooperation with the gram sevak. The diet of the village families is unbalanced, consisting mostly of cereals. Inclusion of milk and milk products, vegetables, eggs, and meat will make the diet richer and more balanced. The woman extension worker and the lay leaders can help to bring about change in food habits. The number of milch cattle and the size of the poultry would be planned on the basis of the availability of family labor and estimated production. Arrangements for the timely supply of credit, seeds, fertilizers, feeds for the milch cattle and the poultry and other requirements for the farm and home plan will be made through the agency of the village cooperative.

The village production plan will be prepared by the village panchayat on the basis of the family plans. The woman panch should see that the requirements on the women's and children's programs are taken care of by the village production plan. The plan would also indicate the part of the women and children in carrying out the production plan. The woman panch, with the assistance of the women lay leaders and women's organizations in the village, will insure the cooperation and participation of village women and girls in the implementation of the village production plan.
The block plan will be prepared by the panchayat samiti on the basis of the village plans. The women members of the panchayat samiti would help in the formulation of women's programs for the block. The district plan will be based on the block plans. In the Fourth Five Year Plan the state plans in the fields of agriculture, cooperatives, village industries, elementary education, rural water supply and rural amenities will be drawn up on the basis of the district and block plans. The panchayats and panchayat samitis will have gained some experience in the framing of production plans by the time the Fourth Plan is prepared.

**Methods of Extension Teaching**

Due to the difference in the level of education of the people and the non-availability of certain facilities, some of the methods used in Ohio, like telephone calls, circular letters, newspaper articles, and television programs, cannot be used in the Punjab. However, as the people live in villages and not on the farms it is easier to make individual and group contacts. The most commonly used methods are home visits, group discussions, lectures, method demonstration, posters, films, radio, and village fairs. Spoken word is of greater importance than the written word.

The *gram sevika* generally starts her work in a village with personal visits in the homes of the cooperating farm families. As she gets better acquainted with the village families and the women leaders, she may be able to persuade them to organize a *mahila mandal* and a
belwadi. This would be done when the village women themselves feel the need for these organizations. The *gram sevika* would only present the idea and encourage the women to analyze the situation, identify the problems, and decide about the solution. The *mahila mandal* may hold meetings to discuss improvements which affect the whole village.

Group discussions must be carefully planned if they are to be effective. Discussion at the *mahila mandal* may result in group action. A proposal may be prepared for paving of village streets or improvement of the village well for the supply of pure drinking water. The woman *panch* may carry the proposal of the *mahila mandal* to the *panchayat*.

One of the most important means of extension teaching among women in the Punjab is method demonstration. This method gives the village women an opportunity to see, hear, and do the improved practice. To be effective, the *gram sevika* or the woman leader should carefully plan, rehearse, and execute the demonstration. Method demonstration should be followed up by home visits to help the homemakers in carrying out the improved practice successfully.

The All India Radio broadcasts every evening programs for villagers. This program includes talks, songs, and dramas on subjects dealing with rural development and gives useful information on weather and market rates for the farmer. The Community Development staff organizes lectures, demonstrations, and exhibits at the village fairs held at the occasion of religious festivals. Occasionally special agricultural fairs are organized by the Community Development Organization.
Use and Training of Women Leaders

Identification and use of the right type of women leaders is of great importance for the involvement of women in the Community Development Program. The success of the panchayat raj will largely depend upon the quality of leadership developed. The gram sevika should look for women who have the confidence and trust of others. She should get in touch with the school teacher, the woman panch, and families of other panchayat members for identification of women leaders. Generally there are leaders for groups of families rather than for the whole village community. In identifying leaders the gram sevika should keep in view the skills needed for the job to be done.

With the introduction of panchayat raj it has become necessary to train thousands of lay leaders for planning and carrying out the program of development and the efficient running of democratic institutions. In May, 1961 the Punjab government launched a program for the training of officials and non-officials concerned with the implementation of the panchayat raj in the state. The program, costing rupees 1.4 million, is being carried out at different panchayat training centers in the Punjab.²

CHAPTER XI

COMPARISON OF COOPERATIVE EXTENSION SERVICE
AND COMMUNITY DEVELOPMENT PROGRAM

Objectives of Cooperative Extension Service

The basic philosophy of the Cooperative Extension Service is "helping people to help themselves." According to Director W. B. Wood of Ohio Cooperative Extension Service, President Lincoln's words, "of the people, by the people, for the people," are as applicable to extension service as to the American form of government.¹

The primary function of cooperative extension work in agriculture and home economics is education. In general, it is the philosophy of the Cooperative Extension Service to develop an educational program in agriculture and home economics that contributes to the general welfare of urban and rural people in Ohio. The contributions can be grouped as follows:

1. Interpret the findings of research and encourage the application of those findings in agriculture, homemaking, and with youth.
2. Assist people in solving their problems through group action.
3. Promote understanding of economic and social changes affecting Ohio people.

¹Helping Ohio People to Help Themselves, A Picture Report by the Cooperative Extension Service in Agriculture and Home Economics of The Ohio State University (Columbus), p. 1.
4. Encourage improvement of family living, rural housing, and daily diets.

5. Develop a program of technical information, recreation, citizenship training, leadership, and community living with the youth of Ohio through 4-H and older youth organizations.

6. Counsel with farmers and homemakers on farm and home problems.

7. Mobilize rural people to meet emergencies.

8. Cooperate with federal, state, and county governments.

9. Aid in the aesthetic and cultural growth of farm people.

10. Contribute to urban life through consumer education and work with urban homemakers in nutrition and clothing.

11. Develop rural leadership.²

Contributions of Cooperative Extension Service

Many of the governing policies of extension grew out of the basic philosophy of extension. Extension has done much for people. However, what extension has helped people to do for themselves represents its greatest achievement.

The Cooperative Extension Service has played a major role in helping the American farmer to become the most efficient producer of food and fiber in the world. This result reflects the development of an attitude among farm people that management skills and new ideas are the most important resources in farming. The total contribution of

this education over the years has been larger than that of any other adult education organization.³

**Philosophy of Community Development Program**

The concept of community development, as developed in the United Nations' reports, describes very well the philosophy of the Community Development Program in India:

The term "community development" has come into international usage to connote the processes by which the efforts of the people themselves are united with those of the governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress.⁴

According to the First Five Year Plan, "Community development is the method and rural extension the agency through which the Five Year Plan seeks to initiate the process of transformation of the social and economic life of the villages." The two essential elements of the Community Development Program in India are the participation of the people themselves in the efforts to improve their level of living and the provision of technical and other services by the government. As the program forms part of the Five Year Plans, the participation of the people is expected to make a significant contribution to social


and economic development of the whole of rural India. The people participate in the program to the extent that it is based on their felt needs. Community development in India is essentially an educational and organizational process. It is concerned with changing the attitudes of the people. Although the achievements of physical targets in terms of agricultural production, literacy, health, nutrition, employment, roads, wells, and community centers are important, qualitative changes in attitudes and relationships which increase the capacity of the people to help themselves to achieve goals which they determine for themselves are still more important.

The Community Development Program is based on true democratic principles. It is intended to be a program of the people, for the people, and by the people. It is a multi-pronged attack on the manifold problems of the Indian villages. The basic philosophy of community development aims at the development of the whole man, for total involvement, total participation and total conviction. The primary aim is to influence attitudes, modes of thinking, and ways of doing things. Emphasizing the importance of the educational process in community development in India, Butt writes:

It is, of course, essential that the farmers and their families learn to grow better crops, to keep better homes, to educate their children, to make wise use of their resources—in short, they should absorb all the knowledge that modern science can provide and benefit by it. It is essential that their material welfare should be improved. Greater than any of these, however, is the education that goes to make up the new peasant and the new peasant woman. As the villagers learn scientific facts through the democratic process there is born in them a desire to continue the work,
to approach every new problem with hope, determination, self-reliance, and a sense of fair play. They develop a new attitude toward change itself, an objective, inquiring attitude that neither embraces nor rejects a method simply because it is new or old. They learn to cooperate for the common good. They learn to discern real values.5

The Community Development Program has been called a gigantic experiment in planned social change. It is a long-term nation-wide program with multiple social, cultural, economic, and civic objectives to be reached by a wide range of means. It is intended to be based on the felt needs of the people with the government encouraging local communities to make their own decisions to contribute voluntarily to the development of their communities.

Comparison of the Two Programs

The basic philosophy of both the Cooperative Extension Service of the United States and the Community Development Program of India is "to help people help themselves." However, the Community Development Program in India, being more comprehensive in nature and scope, has some of the features of the Rural Area Development Program as well as the Cooperative Extension Service of the United States. The Rural Development Program, which started in the United States in 1955, is concerned with the economic development of counties where incomes and levels of living have failed to increase at the same rate as those in the nation. Like the Rural Development Program, the basic purpose of

the Community Development Program is to help local leadership mobilize all available resources to create more and better economic opportunities for the rural people. There are many things in common in the organizational set-up and the objectives of the programs in the two countries. In both countries the program involves cooperation between the people and the governments at the national, state and local levels. The extension work in the United States is educational in nature, while the Community Development Organization in India, besides being an educational agency, also functions as a service agency. The extension workers in India are also responsible for supplying seed, fertilizers, implements, government loans and like to the farmers.

Community Development Program is concerned with the development of the rural areas. It is an integral part of the Five Year Plans which aim at the all-around development of the country in a planned democratic manner. Very broadly described, the objectives of Community Development Program and Five Year Plans are economic development, social justice, and democratic growth. The Cooperative Extension Service was created to provide education in agriculture and home economics to out-of-school people. The results of teaching and scientific information are passed on to the people through extension workers for helping people in the solution of the problems on the field and in the home. The Cooperative Extension Service in the United States grew out of the needs of the people themselves, while the program in India is the result of deep thinking and concern of a few far-sighted leaders and welfare workers.
The basic philosophy of Cooperative Extension work stresses the importance of the individual, while the Community Development Program of India aims at the all-around development of the community and through it the whole nation and country. However, it is being realized that without the involvement of the individual farmer, community development is not possible.

The program in India is a multi-purpose coordinated program intended to meet all the major needs of the rural people. It consists of activities in the fields of agriculture and animal husbandry, irrigation, cooperation, village industries, health and sanitation, education, social education, village communications, rural arts and crafts, and rural housing. The Cooperative Extension Service helps people in the fields of agriculture and home economics.

The grass-roots principle is aimed at in both the programs, but not much has been achieved in this respect in India. The rural people in India, among other things being illiterate and subject to centuries of foreign domination, lack initiative and look to the government for help.

The programs in both the countries are expected to be based on the needs and interests of the people, but in India village communities have to be made aware of their needs and then helped in satisfying those needs and desires.

The village level worker in India is a multi-purpose functionary, as the very nature of the program demands this. With his limited
education and training it is difficult for him to discharge all his responsibilities in his area of operation extending over ten villages.

The program in both the countries is based on the principle of involvement of the whole family. However, the involvement of women and children in the program so far has been inadequate, and achievements in the phases of the program dealing with women and children have not been satisfactory.

The land-grant system of the United States, through which the agricultural extension education is carried, is a wonderful system of education that coordinates residential teaching, research, and extension. The universities in India have so far played very little part in the Community Development Program. It is proposed to coordinate teaching, research and extension in agriculture in the new agricultural universities. However, it may not be possible for these universities to administer the Community Development Program which involves the cooperation of all state welfare departments.

One of the unique features of the Community Development Program in India is the establishment of the Program Evaluation Organization attached to the Planning Commission but independent of the Ministry of Community Development and Cooperation. This organization is responsible for continuing evaluation of the program. It publishes annual evaluation reports of the program and some special studies from time to time. There is very little self-evaluation by the Community Development staff. Evaluation of the extension work in the United States is done by the extension staff themselves.
CHAPTER XII

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

Nature of the Study

The purpose of this study was to examine the factors responsible for the involvement and participation of women in the home economics phase of the extension program of Ohio with a view to make suggestions for developing a program for the involvement of women in the community development work in the Punjab, India. The study is based on content analysis of the annual reports of state leader, home economics extension; annual extension reports of counties of Ohio; annual reports of the Ohio Board of Agriculture; publications of the Ohio Extension Service; unpublished material available at the office of the Cooperative Extension Service, Ohio; publications of the Federal Extension Service, United States Department of Agriculture; reports of Indian and foreign missions and study teams on the Community Development Program of India; publications of the Program Evaluation Organization of the Planning Commission, Government of India; publications of the Ministry of Community Development, Government of India; and articles in the Kurukshetra.
Evolution of the Programs in the Two Countries

Beginning 1785 agricultural societies were formed in the United States to convey agricultural information through their publications, newspaper articles and lectures. About the middle of the nineteenth century farmers' institutes started publishing pamphlets on subjects like manures, pasture renovation, and grain crops. Lectures and discussions were sponsored. Most of the states had these institutes by the end of the nineteenth century. Women were encouraged to take part. These institutes spread widely until the passing of the Smith-Lever Act, when this method of extension teaching began to decline. Sections of agricultural extension were formed in land-grant colleges after 1908. Knapp started the movement of farmers' cooperative demonstration. Beginning in 1906 county agents were appointed. Part of the land-grant colleges in agricultural extension work increased to such an extent that they found it difficult to meet this demand without impairing their resident teaching and research. The Smith-Lever Act of 1914 was the result of a demand on the part of farmers' organizations for federal appropriations for federal extension work. The supervision of county agents was transferred to the college of agriculture, Ohio State University, in February, 1915. In the inter-war period the use of the demonstration method and local leaders increased. During World War II there was a great emphasis on food production, food preservation, and nutrition. The scope of the Cooperative Extension Service has been widening in the post-war period.
The government of India launched the Community Development Program in October, 1952 for the economic and social development of the rural people. The basic unit for the program is a block of 100 villages with a budget of Rs. 1.7 million for a period of ten years. The whole of the country will be covered by the program by October, 1963.

Evolution of Home Economics Extension in Ohio

Towards the end of the nineteenth century there was very little of domestic science instruction in rural schools in the United States, and almost no adult education in home economics with country women. Before 1900 women speakers had taken part in farmers' institutes in a number of states. In some states these institutes used to have separate sessions for women. Between 1898-1907 domestic science associations were organized in the counties of Illinois with the purpose of teaching better practices in homes and introduction of domestic science in public schools. In 1908 twenty-one states held women's institutes. The organization of women's institutes was the result of the demand of the people for out-of-school education of rural women in domestic science. In Ohio farmers' institutes were held for the first time in 1881. Women attended these institutes in considerable numbers. Since 1909 home economics extension work in Ohio has developed through four movements; extension schools, normal schools, Ohio Farm Bureau, and county home extension councils. Extension schools were the principal means through which home economics education was offered to the rural
women of Ohio between 1909-1920. One-week schools in home economics 
were held in the normal schools between 1915-1920, to give some train-
ing in home economics to teachers who would be teaching in rural areas. 
Both the extension schools and normal schools were discontinued in 
1920, when the Ohio Farm Bureau Federation provided the machinery for 
planning and carrying out extension work in agriculture and home 
economics, an arrangement which continued up to 1927. Since 1928 
county home demonstration councils have been responsible for the plan-
ing and development of the home economics phase of the county exten-
sion program.

The first state leader, home economics extension, was appointed 
in the year 1923. District and state home demonstration councils were 
organized in 1932. During the thirties more emphasis was put on methods 
of extension teaching, like letters to special groups, home visits, 
circulation libraries, than meetings. Home economics agents began to 
cooperate with all groups interested in rural education and welfare. 
Consumer education was included in the program. Talks on WOSU radio 
by home economics extension staff were started. The number of lay 
leaders participating in the program increased. During World War II 
the programs of extension were adjusted to the war situation. An 
increasing number of communities have organized home demonstration 
clubs during the post-war period. There has been a greater coordina-
tion between the agriculture and home economics phases of the extension 
program, and a greater emphasis on publicity for home economics exten-
sion work. Work with the urban families has increased. Homemakers
have been taking more interest in the areas of family relationships, community betterment and consumer information. There is an increasing understanding of the place of home economics in the total extension program.

**Home Economics Extension Counseling Groups**

There are home demonstration counseling groups in Ohio at the local community, county, and state levels for planning and development of the home economics phase of the extension program. A home demonstration club is an organized group of women in the community carrying on an educational program in homemaking and related activities. These clubs have been formed on the initiative of the homemakers. Each club has one and not more than two representatives on the county home demonstration council. The home demonstration club carries the county program as planned by the home demonstration council. The county home demonstration council is composed of representatives from townships, clubs or groups and subject matter interests.

**Training of Home Economics Agents in Ohio**

The objective of training is to improve the efficiency and effectiveness of extension workers. Three phases of the training of extension agents in Ohio are preservice, induction, and inservice training. The minimum qualification for the position of home economics extension agent is B.Sc. in home economics. Candidates for this position receive their preservice training in a university or a land-grant college. Some of the desirable criteria which provide the basis for selection of
home economics agents are broad technical knowledge in the subject matter area of home economics, ability to get along with others, indication of potential leadership ability, ability to solve problems in a logical manner, ability to communicate effectively, and a keen sense of responsibility. During induction training which extends the first year of service the new agent gets orientation in the state office, field experience in the county, attends new workers' conference and has personal conference with the supervisor. She gets acquainted with the persons she is to work with. The purpose of inservice training is to stimulate continued growth of the home economics agents and to prepare them for the task ahead and for the changes in the problems and situations as they affect her work.

Program Development in Home Economics Extension in Ohio

Seven essential steps in program development are studying the situation, identifying the problems, considering alternative solutions, formulating objectives, developing a teaching plan, carrying through the plan, and evaluating the results. The objective of the home economics phase of the program is to help families improve family living and home by better use of resources. Home economics phase of the county extension program is planned by the county home demonstration council and the home economics agent. Subject matter committees help in the planning of the program. The extension service has developed certain teaching methods which may be classified as (1) individual contacts like farm and home visits, office calls, telephone calls,
personal letters and interviews, result demonstrations; (2) group contacts like method demonstration meetings, leader training meetings, lecture meetings, tours, schools, conferences and discussions; and (3) mass contacts as bulletins, leaflets, news stories, circular letters, radio, television, exhibits, posters. Generally a combination of methods is used. Home economics agent helps in the identification, securing, training, and use of lay leaders. These leaders serve in two capacities—as subject matter teachers and as organizers.

Education of Women in India

The education of women in India has made some progress during the present century. The percentage of literacy among women has increased from 7.9 per cent in 1951 to 13 per cent in 1961. One of the problems of women's education has been the dearth of women teachers. The National Committee on Women's Education in 1958 recommended programs for the increased enrollment of girls and increased supply of women teachers. Rural women have not been getting their share in the progress of women's education in India. Rural parents are reluctant to send their daughters to schools where the teachers, as well as most of the pupils, belong to the other sex. The wife of the school teacher may serve as a school mother. Importance of home economics education is being increasingly realized in India. Home economics education will enable the rural homemaker to do her work better and contribute to the welfare of the family and the community. The program of social education for rural women needs to be intensified. The program for the
teaching of home economics in the primary, middle, high schools, and college needs to be improved. The school teachers at all the levels should be given allowances for conducting adult educational classes for the womenfolk. The village schools should serve as community centers. Senior students of high schools can conduct adult education classes under the supervision of the teachers.

**Women's Role in Rural Development**

Success of the Community Development Program depends upon the involvement of the whole family. The woman occupies a central position in the rural family. Programs for women should help them to increase the family income and to play their role in the family and the community effectively. Women have an important part to play in the achievement of the objectives of the program, like increased agricultural production, increased employment opportunities, better marketing facilities, better health and sanitation, prevention of waste. There is a shortage of women extension workers. This increases the need for mahila mandals and lay leaders. The published figures about the number and membership of mahila mandals are quite impressive. Creches and nursery schools have been organized. According to the current evaluation report of eighteen blocks reported by the Seventh Evaluation Report, there were only about 8.4 women's organizations per 100 villages. In one block all women's organizations were inactive. In some others 14 to 70 per cent were defunct. Nearly 60 per cent of the social education
institutions organized up to December, 1959 had become inactive or defunct.

**Training of Gram Sevikas and Mukhya Sevikas**

*Gram sevika* is a multi-purpose home science extension worker. According to her job chart, she has duties in the fields of mother and child care, home management, food nutrition, health and sanitation, clothing, domestic crafts, agriculture and animal husbandry, *panchayat* and cooperation, and women's and children's activities. Although she gets some training in these areas, she is unable to attend to her duties in all these fields as there are only two *gram sevikas* for a block of 100 villages. The minimum qualification for the position of a *gram sevika* is high school education with a rural background and aptitude for social work. *Gram sevikas* receive training for one year in home science wings of the extension training center. For every block there is one woman social education organizer called *mukhya sevika*. She is responsible for organizing women's programs in the block and supervising the work of the *gram sevika*. The *mukhya sevika* receives training for a period of ten-and-a-half months in one of the training centers. The extension staff in India receive preservice training in special training centers. There is very little provision for orientation and inservice training.

**Panchayat Raj and Involvement of Women**

The *panchayat raj* was introduced in the Punjab in October, 1961. There is one woman member in every *panchayat* and two women members in
every panchayat samiti. The woman panch, the gram sevika and the school teacher should provide the leadership for planning and development of women's programs. The gram sevika will help the farm families in the preparation of the farm and home plans. The most commonly used methods of extension teaching in the Punjab are home visits, group discussions, lectures, method demonstrations and village fairs. The success of the panchayat raj will depend upon the education of the people and the development of the right type of leadership. The Punjab government has been carrying on a phased program of training of leaders since May, 1961 for the successful running of the panchayat raj institutions.

Comparison of the Two Programs

The basic philosophy of both the Cooperative Extension Service and the Community Development Program is helping people to help themselves. The Cooperative Extension Service is basically an adult education program in agriculture and home economics for the improvement of levels of living. It has helped the American farmer to become the most efficient producer of food and fiber in the world.

The Community Development Program aims at improving the economic, social and cultural condition of the rural communities in India by combining the efforts of the government and the people. Community development in India is essentially an educational and organizational process. It is concerned with changing the attitudes of the people.
In both the countries the program involves cooperation between the people and the government at the national, local and state levels. The Cooperative Extension Service is an educational agency. The Community Development Organization is both an educational and service agency. The Cooperative Extension Service grew out of the needs of the people as expressed by them. The Community Development Program is the result of deep thinking of a few far-sighted leaders and welfare workers. The Cooperative Extension Service stresses the importance of the individual, while the Community Development Program aims at the all-around development of the community and the nation. The Community Development Program is a multi-purpose program intended to meet the needs of the rural people in the fields of agriculture, animal husbandry, cooperation, health and sanitation, social education and means of communication. The Cooperative Extension Service is an educational program in the fields of agriculture and home economics. The principle of involvement at the grass roots is aimed at in both programs, but less has been achieved in this respect in India. The program in both countries aims at the involvement of the whole family, but involvement of women has been inadequate in India so far.

**Conclusions**

1. The program of out-of-school education in home economics in Ohio has been based from the very beginning on the felt needs of the people. The leaders in the field of home economics extension have been trying to help people solve their problems in a practical manner. The
organization of women's institutes as part of the program of farmers' institutes was the result of the demand of the people for education of rural women in domestic science. Women's club department in extension was also established as a result of the demand of women's clubs for speakers to discuss home economics topics and for supply of literature. These clubs established a connecting link between the farm women and the university, which still continues. The importance of instruction of the rural homemakers in the principles and practices of domestic science was considered as important as the education of the farmers in field operation. Instruction in domestic science in the women's institutes and local clubs of women and girls helped the introduction of domestic science into the educational system of the country.

2. Whatever the agency for farmers' education, the needs of the farm women were kept in view. Two out of seven instructors for extension schools were women. One-week schools in home economics were held in the normal schools to give training in home economics to teachers who were to teach in rural areas. When the extension schools and normal schools were terminated and the farm bureau provided the machinery for extension work, the women directors of the Ohio Farm Bureau Federation and women members of the executive committees of county farm bureaus worked hard to promote home demonstration programs and secured appropriations for home demonstration agents. As soon as the ties between the farm bureau and the extension service loosened, home demonstration councils were organized for the involvement of women in the planning and development of the Home Economics Extension Program.
3. Some of the important factors for the success of the home demonstration groups in Ohio have been the initiative and interest of the members, the guidance of the professional workers, training of the leaders, supply of published manuals and handbooks, and the close contact between the council members and the Ohio State University.

4. Home economics extension work has helped the people of Ohio in improving their homes, family living, and community life. It has helped them in the improvement of family relationships and better use of resources.

5. In the interest of continuing professional improvement of the home economics extension staff, there is great emphasis on their induction training and inservice training. Preservice training is a responsibility of the university or the land-grant college. Gramsevikas receive their preservice training in home science wings of extension training centers. As there are very few higher secondary schools with provision for home science, it will be some time before the established educational institutions can undertake the responsibility for the training of women extension workers.

6. Although the home economics phase of the county extension program is locally planned and locally executed by the county extension agent, home economics and the county home demonstration council, close ties are maintained with home economics research and educational resources of the Ohio State University and United States Department of Agriculture. Identifying and training of leaders is a responsibility
of the extension workers. Use of lay leaders helps the extension agent, home economics in reaching more homemakers.

7. The success of the Community Development Program will depend upon the ability of the rural women to run their associations efficiently and to exercise their right of vote properly. Education of rural women is of the greatest importance for this. The availability of educated girls with a rural background to work as extension agents and the development of lay women leaders also depends upon the education of women.

8. The farm woman plays the central role in the Indian farm family. She prepares the family food, rears the children, decides to send them to school, keeps the house, washes the family clothes, feeds and milks the milch cattle, and picks the cotton. A program for the improvement of health and sanitation, for improved diet, or better care of cattle, a vaccination drive in the village will not succeed without the cooperation and involvement of the woman as the mistress of the house.

9. Most of the mahila mandals in the Punjab have been inactive, as they have been organized by the extension staff without adequate motivation, initiative and interest of the members.

10. The initiative in the organization of women's clubs in Ohio has mostly been taken by the women themselves. The homemakers have been taking a prominent part in the planning and development of the Home Economics Extension Program. The panchayat raj has been introduced in the Punjab for increasing the involvement of the people in the Community Development Program. It is for the women members of the
panchayat to press for adult education of rural women and to motivate them for the organization of mahila mandals.

11. As farmers in India live in nucleated villages, meetings and demonstrations are the most important teaching methods used. Some of the other methods used are farm visits, agricultural fairs and radio programs. As most of the farmers are illiterate, methods like personal letters, bulletins, news articles are of limited application. Telephone and TV, which play quite an important part in extension work in the United States, are not available in Indian villages.

Recommendations

Education of girls in rural areas with emphasis on education in home economics and adult education in homemaking should be given top priority in the development program. Education is needed for bringing about a change in the outlook of the womenfolk. Education will motivate the people to make efforts toward the improvement of their economic, social and cultural conditions. It is necessary to create conditions which encourage parents to send their daughters to school. In single teacher schools with men teachers, provision should be made for the wife of the teacher to serve as house mother. Allowances should be given to village school teachers for conducting adult education classes. The services of senior students of rural higher secondary schools can be used for conducting adult education classes under the supervision of the school teachers.
The program of adult education for rural women should center around the learning of basic skills like the better care of milch cattle or poultry or a craft which would help them to add to the family income. By helping in changing the food habits and producing and using of more vegetables, milk and eggs and preventing waste of food, women can do more than men to solve the food problem.

As more women with rural background and necessary education become available, the number of *gram sevikas* in a block should be raised to equal that of the *gram sevaks*. For the present, the deficiency in the number of professional workers should be made up by the development and use of *mahila mandals* and lay leaders.

In order to strengthen *mahila mandals* in the Punjab, women's associations should be organized at the block, district and state levels. These associations will help to develop and conduct an educational program in home science, develop women leadership, help to coordinate women's programs with other phases of the Community Development Program, and give guidance to the *mahila mandals*.

There is need for research of the problem-solving nature in all areas of home economics in the Punjab. Findings of research under local conditions will provide a sound basis for an effective extension service which can help the rural homemakers to solve their problems.
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GLOSSARY OF INDIAN TERMS

balwadi --- day nursery for pre-school children.
bhanjan mandli --- a group for singing religious hymns.
gram sevak --- village level worker.
gram sevika --- woman village level worker.
lakh --- one hundred thousand.
mahila mandal --- association of women.
mukhya sevika --- woman social education organizer.
panch --- members of the village council.
panchayat --- village council.
panchayat raj --- a system of democratic institutions at the village, block and district levels set up under state legislation.
panchayat samiti --- a statutory representative local body at the block level.
purdah system --- the social system of excluding women.
Rs. --- Rupees.
Rupee --- about 22 cents.
sabha area --- assembly area.
sarpanch --- chairman of the panchayat.
zila parishad --- a statutory representative local body at the district level.
### BLOCK BUDGET—PRE-EXTENSION PHASE

*(one year)*

(In rupees)

<table>
<thead>
<tr>
<th>1. Personnel:</th>
<th></th>
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</thead>
<tbody>
<tr>
<td>One block development officer</td>
<td>2,400</td>
</tr>
<tr>
<td>One agricultural extension officer</td>
<td>6,000</td>
</tr>
<tr>
<td>Five gram sevaks</td>
<td>900</td>
</tr>
<tr>
<td>One office clerk-typist</td>
<td>600</td>
</tr>
<tr>
<td>One class IV servant</td>
<td>1,500</td>
</tr>
<tr>
<td>Office furniture and fitting, including one typewriter</td>
<td>600</td>
</tr>
<tr>
<td>Rent for office</td>
<td>1,200</td>
</tr>
<tr>
<td>Traveling allowance for staff and contingencies</td>
<td></td>
</tr>
</tbody>
</table>

| 2. Lump-sum provision for agricultural demonstration, etc. | 2,000 |

**Total** 18,800


### Schematic Budget

**STAGE I (Rs. 12 lakhs in 5 years)**

I. Block personnel, transport, office, housing equipment and Primary Health Centre  
   Rs. 4.55 lakhs

II. Agriculture, Irrigation, Rural Arts & Crafts  
   Rs. 4.55 lakhs

III. Items of expenditure which could be treated as "Local Works."

   (i) **Non-recurring**
   
<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drinking Water Supply</td>
<td>Rs. 0.50 lakhs</td>
</tr>
<tr>
<td>Drainage &amp; Sanitation</td>
<td>Rs. 0.25 lakhs</td>
</tr>
<tr>
<td>Education</td>
<td>Rs. 0.45 lakhs</td>
</tr>
<tr>
<td>Social Education</td>
<td>Rs. 0.30 lakhs</td>
</tr>
<tr>
<td>Communications</td>
<td>Rs. 0.85 lakhs</td>
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</table>

   (ii) **Recurring**
   
<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education &amp; Social Education</td>
<td>Rs. 0.55 lakhs</td>
</tr>
</tbody>
</table>

   **Grant Total**  
   Rs. 12.00 lakhs
Schematic Budget

STAGE II (Rs. 5 lakhs in 5 years)

I. Block personnel, transport and rural housing  Rs. 1.15 lakhs

II. Agriculture, Irrigation, Rural Arts and Crafts  Rs. 1.85 lakhs

III. Items of expenditure which could be treated as "Local Works," e.g.

(1) Non-recurring
   Health & Rural Sanitation  Rs. 0.50 lakhs
   Education  Rs. 0.50 lakhs
   Social Education  Rs. 0.15 lakhs
   Communications  Rs. 0.50 lakhs

(ii) Recurring
   Social Education  Rs. 0.35 lakhs

Grand Total  Rs. 5.00 lakhs

COMMUNITY DEVELOPMENT PROGRAMME

State Organization

Informal Consultative Committee (of State Legislators and M.P.'s represented on Central Informal Consultative Committee) ......... State Development Committee (with Chief Minister as Chairman)

Development Commissioner

District Planning Committee or Zila Parishad ........ Collector or Divisional Officer

Sub-Divisional Officer

Block Development Committee or Block Samiti ........ Block Development Officer


Panchayat or Gaon Sabha ............ Gram Sevaks\(^1\) (10 for a Block)

Gram Sevikas (2 for a Block)

Gram Sahayaks (People's Associates)

1. The Development Commissioners of Andhra Pradesh, Madras, Orissa, Mysore and Kerala are also Chief Secretaries of their respective states.

2. Social Education Officer.

3. Multi-purpose village level workers.

I, Mohindar Kaur Mann, was born in Narowal, Punjab, India, on March 13, 1919. I received my secondary school education in Lady Anderson Government Girls High School, Sialkot, and my college education at the Punjab University, which granted me the degree of Bachelor of Arts in 1941 and Bachelor of Teaching in 1942. I worked as a senior teacher in State High School for Girls at Kapurthala from 1942 to 1944. In April, 1945, after my marriage, I joined the Punjab Education Department as a senior teacher in Government Girls High School, Pasrur. In October, 1946, I was transferred to Government Girls High School at Ludhiana, where I served until October, 1959, when I was appointed headmistress at Government Girls High School at Narwana, Punjab, which position I hold now. In December, 1959, I came to The Ohio State University on study leave for graduate work in Home Economics. In March, 1961, I completed the requirements for the degree of Master of Science in Home Economics. I plan to return to India after completing the requirements for the Ph.D. degree in summer, 1962.